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ABSTRACT

This monograph summarizes the main structural and operational components of the framework for the development of vocational training in Latin America. Part 1, "Economic Framework and Population" (Orlando Luebbert), is an overview of social and economic indicators: population, agriculture, industry and productivity, the informal sector, gainful employment and its social framework, and education. Part 2, "Vocational Training Institutions (VTIs) in Latin America in Historical Perspective" (Carmen Gonzalez, M. Luisa Herraiz), describes the origin and consolidation of VTIs, who receives training and why, current legal and organizational frameworks, and funding. Part 3, "Current Vocational Training Issues in Latin America in the Eyes of the Responsible Players," is an extract of the proceedings of the 28th Meeting of the Technical Committee of CINTERFOR, the Inter-American Research and Development Documentation Centre on Vocational Training. It summarizes the following: (1) opening addresses on modernization of production and the capacity of the training world to adapt and respond to market needs and (2) workshops on new vocational training policies, institutional adjustment, and international labor standards and vocational training. Part 4, "New Vocational Training Policies and Strategies in Latin America" (J. C. Alexim), focuses on changes in vocational training resulting from economic and social pressures and demands. Appendixes include a list of institutions responsible for vocational training in Latin American and Caribbean countries and a 29-item annotated bibliography. (YLB)

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CEDEFOP Document

Vocational training in Latin America

European Centre for the Development of Vocational Training

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Vocational training in Latin America

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Carmen González and M. Luisa Herraiz, and
Orlando Lübbert

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Introduction

As a European Community agency, one of the fundamental tasks of the European Centre for the Development of Vocational Training (CEDEFOP) is to provide useful information to those responsible for vocational training in the Community arena and those involved in activities designed to upgrade the vocational skilling of human resources in each Member State and associated country of the EEC.

In a period of the "globalizing" economy and the expansion of international cooperation in the fields of technology and education, it seemed expedient for CEDEFOP to provide the above-mentioned circles with a monograph summarizing the main structural and operational coordinates which provide the framework for the development of vocational training in Latin America as we approach the turn of the century.

As the reader will already know, this extensive and densely populated region of our planet has already maintained relations of cooperation in the field of education and vocational training with a number of EC Member States for some time. Similarly, Latin American states have been developing efforts to consolidate sub-regional internal markets along geo-economic lines (MERCOSUR, the Central American Common Market, CARICOM) for many years. In the light of these two factors, we believe European training and education practitioners will

be interested in receiving an overview of the characteristics of the national vocational training systems of the sub-continent, among other reasons because a number of these systems have gained a wealth of experience so that interpenetrations and mutual influences may - in some cases - be of assistance in the context of the considerations of those working and co-participating in transnational projects in the framework of the "European Economic Area".

This report has no pretension other than to bring the reader closer to a situation so rich and varied that only a mere handful of its important nuances can be reflected. This monograph is therefore no more than a rough sketch of the population, education and management of vocational training in Latin America.

The Madrid human resources experts, Carmen Gonzalez and Marisa Herraiz, were responsible for the analysis, summary and drafting of the chapter on the operation of the vocational training systems; Orlando Lübbert, contracted from the Latin American Institute of the Freie Universität, Berlin, is the author of the structural description chapter.

The Management Board of CEDEFOP would like to emphasize the importance attached to this publication by the Commission of the Communities, reflected by the preface by Mr. Abel Matutes, Commissioner responsible for Relations with Latin America.

The Management Board should above all like to thank Dr. J.C. Alexim, Director of the Inter-American Research and Documentation Centre on Vocational Training (CINTERFOR/ILO) and his staff for their generous and fundamental collaboration, without which this report would not have been possible. Much of the content of the following pages is based on information received from the Centre, especially in a detailed analysis coordinated by Ms. Maria Angelica Ducci, from the ILO, on the operation of vocational training institutions in Latin America.

CINTERFOR is therefore a compulsory frame of reference for any reader interested in enhancing and extending his/her knowledge on any aspect of vocational training in Latin America - and such interest sparked off by this publication is surely the best evidence for CEDEFOP of the utility of this initiative.

On behalf of the Management Board of CEDEFOP
Enrico Retuerto de la Torre
Deputy Director

PREFACE

This publication is the result of a CEDEFOP initiative to present to the European public a summary of vocational training experiences observed in Latin America. Vocational training is currently going through a process of reorientation and adaptation in response to the new demands of Latin American economies.

Since the 1940s and throughout the period of "importation substitute"-type industrialization, vocational training in Latin America was implemented by national vocational training services, established in most countries according to the Brasilian models, SENAI (Servicio Nacional de Apprendizagem Industrial) and SENAC (Servicio Nacional de Apprendizagem Comercial).

These national services are generally tripartite bodies, comprising representatives of the employers, workers and governments. As a general rule, they are funded through company levies on the basis of a percentage of the overall payroll.

In the specific socical context of Latin America and as a function of new economic realities (internationalization, structural adjustment and the increased role of the private sector), vocational training is faced with urgent challenges. The ongoing processs of economic restructuring and far-reaching technological change require an adequate response in terms of corporate management and the

dissemination of new technologies. However at the same time the need for a new motivation of economic agents must integrate the aspirations of the individuals and groups participating in the creation of wealth.

A plethora of responses can be observed in this context: the creation of technological transfer centres, participation in "seed capital" projects (creation of new enterprises), support for in-company training, sales of services, etc. All these measures seek a better match with the needs of both the market and individuals.

At a time when the European Community is intensifying cooperation with Latin America, we must pay tribute to the authors of this publication which provides the reader with a wealth of in-depth information and is a door to a better understanding of the structural challenges of Latin American economies

Abel Matutes
Commissioner
Commission of the European Communities

PART ONE

ECONOMIC FRAMEWORK AND POPULATION

An overview based on a number of social and economic indicators

Orlando Lübbert

Some details on a number of terms used in this chapter:

Substitutive industrialization: post-war Latin American industrialization aimed at the production of manufactured goods which were previously imported.

Latifundio: an area providing permanent work for more than twelve persons; the various forms of latifundio - hacienda, plantation and livestock farm - share a monopoly of the land.

Minifundio: an area employing fewer than twelve persons. Direct correlation of the latifundio; the hacienda and the minifundio form a system of reciprocal interrelations, being more characteristic of the "indigenous community".

Gross domestic product (GDP): the total value of the goods and services available in the course of a year calculated on the basis of their market prices, plus imports and minus exports.

Domestic product per capita: GDP divided by the number of inhabitants.

Income distribution: as a function of various theoretical and political criteria, e.g. factors of production, socio-economic groups.

Net national income: income following deduction of depreciation for the wear and tear of the means of production.

Formal sector: legally regulated contractual employment.

Informal sector: non-contractual employment: family businesses (< 5 persons), microenterprises (< 10 persons) and personal services (domestic service), plus numerous forms of sub-contracting; This sector includes salaried workers fraudulently or clandestinely linked to small, medium or large enterprises (informal labour, the informal economy).

Neoliberalism (economic neoliberalism, neomonetarists): an economic doctrine based on extreme economic liberalism, whereby the the market is attributed the crucial role in society, combatting any type of protectionism or state interventionism; its leading theoretician is Milton Friedmann and his "Chicago school".

"Zones of exclusion": regions not reached by state authority in which illegal economic relations have

developed, above all on the basis of informal labour.

Social debt: the accumulated deficit generated in the social field by the economic indebtedness of Latin America.

STATISTICAL SOURCES:

ECLA: Economic Commission for Latin America; specialized UN agency established in 1948, based in Santiago de Chile with a branch in Mexico D.C.

ILO: International Labour Organization, a UN body established in 1919, based in Geneva, representing the employers and workers organizations and the governments of the Member States; close collaboration with the UN since 1948; its aims include the eradication of poverty and unemployment.

IDB: Inter-American Development Bank, established by the OAS in 1959 as a credit instrument for the economic and social development of Latin America; 27 American states, including the USA and Canada, and 16 European countries are members of the IDB.

ILO-PRELAC: Regional Programme of Employment for Latin America and the Caribbean.

CELADE: Latin American Demographic Centre, based in Santiago de Chile, accountable to the Latin American Institute for Economic and Social Planning (ILPES), founded by the ECLA in 1962.

POPULATION

The change in Latin American demographic trends over the past two decades is not only a reflection of the Latin American crisis - as discussed below with reference to "zones of exclusion", "migration" and the "informal sector of the economy" - but has also created new challenges intensifying this very crisis since it is the population which generates the demand for employment, education, health, food, housing and social security.

With a population of 446 m, Latin America accounts for 8% of the global population. Population growth is on average 2.2% with a 1.9% growth rate estimated up to year 2000, compared with a mean annual growth rate of 1.6% in the rest of the world. This rate, still high, is above all a result of the high birthrate of the past which reached 6 children per woman in 1960 (ECLA, 1991 a).

The average population density of Latin America is 22 persons per km^2 (Europe: 100 persons per km^2). This density has been moulded by the physio-geographic phisionomy of the continent, the structure of populated areas in the pre-Columbian period, settlements in colonial and subsequent times, economic and industrial development and the structure of land ownership and units of production (Bähr, Mertins, 1990).

As a result, the sub-continent is characterized by fringes of high population density in the more accessible costal

areas, above all along the Atlantic seaboard, the first area to be colonized, the Andean plateaux and lowlands, the "tierra fría", at an elevation of some 3000 metres, and above all in traditional indigenous cultural settlements. With a population density of 100-200 persons per km^2 on its fringes and 500-1000 in the centre, these high density zones - increasing in density as a result of the high birthrate and migratory movements - exist alongside enormous, virtually unpopulated areas of the interior, Amazonia, the "tierra fría" in Peru and Bolivia at an attitude of over 4000 metres, the deserts of Peru and Chile, the arid regions of the Gran Chaco and Mexico and in the cold south of the continent. With 10-1 person(s) per km^2, these zones reduce the overall population density of Latin America, concealing the high degree of urbanization which has spread throughout the sub-continent.

Although many studies agree that the social stratification of the Latin American population can be qualified as a tripartite system, this definition is controversial. Sotelo uses the term "sectors" to refer to social classes or strata and differentiates between "the popular sectors" - the urban and rural masses, the industrial and rural proletariat respectively - and the "middle sectors", an extremely heterogeneous and ambiguous, and in some countries very extensive, sector: 35% in Argentina, 30% in Chile and Uruguay and 15% in Brazil and Mexico (I. Sotelo, 1972). Touraine refers to the industrial financial bourgeoisie, growing in the wake of urbanization,

replacing the "caciques" or "lords of the land". Touraine refers to a tripartite system, with the "oligarchy" and the "populus" at opposite extremes of the middle classes, which he calls the "intelligensia", i.e. graduates of middle level and higher education (Touraine, 1988).

The indigenous population of the Americas has doubled in 16 years and currently stands at 29 m, 85% of which is to be found in Mexico, Guatemala, Ecuador, Peru and Bolivia where they account for 30% of the total population. The indigenous group makes up 6% - 1% of the population in the South America, 0.5% in Central America (with the exception of Guatemala) and 0.7% in the USA.

The birthrate in Latin America has fallen and currently stands at 3.3 children per woman. Uruguay is an extreme example: in 1950 the birthrate increased at a rate of 1.2%, dropped to a low of 0.1% in the years 1970-1975 and has now stabilized at 0.5%, almost on a par with Europe. Nicaragua, another small country, is at the other extreme, with a growth rate of 3.0% in 1950 and as high as 3.2% today.

LATIN AMERICA:

a) POPULATION (in thousands)
b) GROWTH RATES (%)
c) BIRTHRATES (number of children per mother)

	1950	1960	1970	1980	1990	2000
a)	159.514	210.695	276.986	352.935	437.035	525.587
b)	2.8%	2.8%	2.5%	2.2%	1.9%	1.8%
c)	5.91	5.99	5.03	3.94	3.25	3.00

(ECLA 1991a)

This changing situation, known as the demographic transition, is not only characterized by upward and downward trends, but also by the form the new demographic structure of Latin America is assuming, characterized by:

a) a high degree of urbanization
b) an ageing population
c) an increase in international migration.

a) A high degree of urbanization: although the urban growth rate is currently stagnating, this constant feature, along with the expansion of the urban sprawl, distinguishes Latin America from other underdeveloped regions.

URBAN POPULATION OF LATIN AMERICA (%)

1950	1960	1970	1980	1990*
41.4%	49.3%	57.4%	65.3%	71.9%

* This growth rate is higher in Southern America, where it stands at 80%. In the Caribbean and Central America it stands at 59% and 66% respectively.

In comparison:

URBAN POPULATION OF DEVELOPING COUNTRIES (%)

1950	1980	1990
17%	29%	34%

URBAN POPULATION OF WESTERN EUROPE (%)

1990
80%

(United Nations, 1985)

Despite the rural exodus, the rural population of Latin America continues to grow. According to CELADE, the rural population of Latin America was 122 m in 1975, 128 m in 1989 and at a growth rate of 0.5%, is expected to reach 141 m by the year 2000 (Sandner, 1986).

The modernization of agriculture in recent decades has

released manpower, triggering a sustained rural exodus. The process of "substitutive industrialization" - which produced a sustained growth of the Latin American economy up to 1980 - is regarded as a further, albeit secondary factor of the urban concentration phenomenon. Today many authors consider that this industrialization process, rather than integrating the rural masses into a form of development, has revived the deeply-rooted illusion of prosperity linked to the towns. Since industry fails to utilize the manpower released by agriculture, Latin American migration is converted into the expression of the most basic instinct of survival (Müller-Plantenberg, 1990).

Although the migratory movements of the past were responsible for 40% - 66% of urban growth, due to the relative youth of today's migrants, urban demographic growth is not only increasing to the extent of three quarters through its own dynamics, but in the case of the largest agglomerations even more rapidly than the total urban population.

POPULATION OF MAJOR LATIN AMERICAN AGGLOMERATIONS (in millions)

Agglomeration	1970	1980	2000
Mexico	9.1	14.5	25.8
Sao Paulo	8.2	12.8	24.0
Rio de Janeiro	7.2	10.4	13.3
Buenos Aires	8.5	10.1	13.2

(United Nations 1987)

Latin American slums - the "villas miserias", "favelas", "callampas", "barriadas" or "pueblos jóvenes"- sprawling on the fringes of the large cities, are the most pathetic and vivid reflection of this phenomenon. The majority of slum residents are of rural origin, in some countries indigenous (whose hearts are larger than the normal, e.g. people from the high Andean Plateau who invariably fall victim to terminal tuberculosis when they come down to the cities in search of work). Population growth in these "precarious settlements" is so high that it is estimated that slum residents may constitute the majority of the population of Latin American megapoles by the year 2000 (Bardeci, 1986).

b) **The ageing population**: Parallel to the constant decline in demographic growth, a period of relative socio-economic progress was observed until 1980. A general improvement of public health services, with access to drinking water rising from 40% to 70% (Pfeffermann, 1987, quoted from Schneider, 1990), generated an increase in life expectancy from 52 in 1950 to 68 years at present. Thus, reflecting the global trend, the young population is falling, and the older population is increasing.

LATIN AMERICA POPULATION DISTRIBUTION PER AGE-BRACKET (%)

1960			1990			2000		
15	15-64	65<	15	15-64	65<	15	15-64	65<
42.5%	54.0%	3.5%	36.0%	59.3%	4.7%	32.7%	62.0%	5.3%

(ECLA 1991 a)

This changing trend in age percentage distribution - known as "the ageing population" - has a dual impact, intensifing the pre-existing social debt provoked by the economic crisis: a growth in the older population without a corresponding decline in the number of children - with the obvious need in terms of maternal and child care - or in the number of young adults seeking employment.

	BIRTHRATE (children per woman) 1990-1995	LIFE EXPECTANCY (age) 1990-1995	INFANT MORTALITY (per 100 live births) 1985-1990
Bolivia	4.56	61.14	109.90
Brasil	3.16	66.25	63.20
Guatemala	5.36	64.81	58.70
Haiti	4.79	56.60	96.60
In comparison			
Argentinia	2.79	71.35	32.20
Costa Rica	3.02	75.19	19.40
Cuba	1.87	75.68	15.20
Latin America (ECLA 1991 a)	3.25	68.10	54.60

As can be observed, the most disadvantaged sectors show very high mortality and birthrates. This backward demographic trend affects above all the poor rural sectors and the educationally marginalized. It can thus be observed that in countries with high birth and mortality rates the average among the illiterate is 8 children per

woman with infant mortality rates above 100 per 1 000 live births, whereas among the urban population with university-level education the birthrate is lower than 4 children per woman, with a child mortality rate of 30 per 1000 live births.

c) **Increase in international migration:** It has been estimated that between 7% - 10% of all central Americans have emigrated abroad or been displaced to another region of their own country, in most cases without any means of identification (ECLA, 1991 a). A smaller proportion have been refugees or recognized as repatriots. This and other types of migration are the result of the violence triggered by the so-called "low intensity conflicts" of Central America. The same phenomenon occurred during the military dictatorships in the 1970s which triggered a considerable flow of exiles, mainly professionals and intellectuals, from Argentina, Chile and Uruguay.

A substantial proportion of the population of Mexico and Central America gravitates around the United States of America. Some 800 000 Salvadorans - with a population of just over 5 m - live in the USA. The Brasilians, until recently proud to welcome anyone, are now waking up to the fact that their country has become transformed into a country of emigrants (Weffort, 1991).

The paradox of Latin American demographic development lies in its asymmetry and a crisis - in the 1980s - which interrupted an economic growth which would have been

better matched to the pattern of demographic growth. Latin America has never witnessed an ideal situation of economic dynamism with low rates of demographic growth hand in hand with high levels of economic growth. Today, as conditions for a turn of the economic tide are beginning to emerge, the effects of imbalanced demographic growth are stifling the best intended economic and urban planning models. The vicious circle of under-development with its structural imbalance augurs for an even more inconsistent future of Latin America.

AGRICULTURE

In the second half of the 19th and the early 20th century, vast regions were swallowed up by the production system and agricultural export units to the detriment of the local, mainly indigenous population - the Argentinian pampa with its cereals, wool and frozen meats, central Brasil with its coffee in Sao Paulo and livestock production in Rio Grande do Sul, the woollen industry in Uruguay, Central America with its coffee and banana plantations, led by United Fruit, the Peruvian coast with its guano, then sugar and cotton, the expansion of agriculture under the Porfiriato in Mexico, the new sugar plantations of Cuba....

This initial phase of modernization initiated the establishment of the exporting agro-industries with their extensive infrastructures, lining the pockets of the Latin American oligarchies, English - and subsequently North

American - capitalists, and reaffirmed the domination of the latifundio in the rural areas of the sub-continent.

The lives of 130 m peasants (Brasil: 40m, Mexico: 30m, Columbia: 10 m) have since then been characterized by inequality and backwardness. Of the 35% of the total Latin American population living in conditions of poverty in 1980, 56% were rural families with corresponding percentages as high as 80% in Bolivia and Haiti, 70% in Brasil, 60% in Columbia, Honduras, Paraguay and Venezuela and 50% in Chile, Jamaica and Panama.

The structure of agricultural production, called bimodal by Latin American specialists, is characterized by:

- a small enterprising sector (20%-25% of production units) in which the majority of the cultivated land is concentrated; the latifundio, with an even larger proportion of irrigated land which generates approx. three-fifths of commercialized production;

- at the other end of the scale, a vast peasant sector representing a high proportion of holdings with minimal surface areas of irrigated and productive land.

Holdings defined as minifundios account for 71% of all holdings and 5% of the total surface area (FAO, 1987, from Fajnzylber, 1989). Between these two extremes lies a sector which could be compared to the average European

farm, whose weighting varies from country to country and is normally concentrated in certain regions and commercial products with a high unit value (Fajnzylber, 1989).

Over the last approx. 35 years, a new phase of technification and modernization of production has been transforming the face of the countryside. This development has left its mark on traditional holdings, transforming their economic organization, market integration and social relations, and generating new, modern holdings (Chonchol, 1989).

A series of factors - the expansion of international agricultural trade, population growth, urbanization, changes in food consumption patterns, the penetration of agro-food multinationals, state agricultural development policies with the application of modern technologies and international cooperation - are at the origin of this modernization process, which has acquired a vital importance today in the wake of the industrial crisis.

Despite the protectionist policies of the USA and the EEC, agricultural exports rose from USD 7 000 m in 1950 to 34 000 m in 1982. Due to the 31% fall in the price index in 1985, the overall value of these exports must be corrected downwards to approx. 30 000 m. 50 m hectares were harvested in 1950, compared to 120 m in 1980. The use of tractors multiplied sixfold and fertilizers tenfold in this period.

The nature of the process of technological modernization has had a number of distorting effects:

- a widening gap between large holdings in the process of modernization and small farms which are not in a position to follow suit;

- a decline in the labour demand of large holdings, directly impacting on the minifundio sector, in need of gainful employment as a supplement to reach the subsistence threshold;

- an increase in land profitability, and therefore value, making it even more unlikely for the peasants who own little or no land to become landowners. (FAO, 1987, quoted by Fajnzylber, 1989).

Attempts to implement the integral agricultural reforms recommended by international development agencies have failed as a result of the rigidity of the social structure, or have only born fruit in a handful of countries. "It can be categorically affirmed, without recourse to euphemisms, that this new agricultural modernization has taken place to the detriment of the peasants, for the vast majority of whom rural and agricultural development has not meant economic and social development." (Chonchol, 1989).

The decline in land availablity and resources and competition between the agro-industries and imported

subsidized products have been impoverishing the small farmers, Latin America's traditional food suppliers, who produce 70% of maize, 67% of kidney bean and 49% of fruit production in Mexico, the figures in Columbia and Peru being similar. The increase - from 3% in 1950 to 13% in the years 1970-1984 - in food imports such as milk, dairy products, cereals and table oil and the growing privatization of the agricultural industry, are evidence - within the general context of growth - of an increasing dependence on abroad and the absurdity of agriculturally rich Latin American countries importing products which they could produce in surplus (Chocol, 1989).

INDUSTRY AND PRODUCTIVITY

In 1980, Mexico, Brazil and Argentina produced almost 80% of the Third World's manufactured goods. At that time these countries were expected to be the first to reach the industrialization threshold, an old, long-cherished Latin American dream, stimulated by the period of economic growth of the post-war period which began its decline with the oil crisis of 1973 and lasted until 1980. In this period, the GDP increased fivefold and GDP per capita doubled. This industrialization process, known as "modernization", brought investment growth and market diversification in its wake. Exports of manufactured goods, only 3.6% of the total in 1960, had risen to 17% by 1980.

However, some years later stagnation occurred due to a

number of the traditional distortions and vices of Latin American capitalism and its dominant sector:

- an integration into the international market by means of a surplus of raw materials, agriculture, energy and mining and a systematic commercial deficit in the manufacturing sector;

- an industrial structure geared towards the internal market;

- dominant consumer patterns corresponding to the developed world, mainly the USA - "a consumer, rather than a productive society", in the words of Touraine (1988);

- the limited social status of the entrpreneurial function and precarious leadership of public and private national entrpreneurs (Fajnzylber, 1989).

73% of regional GDP is currently produced by so-called disarticulated dynamic countries: Brazil, Columbia, Ecuador, Mexico, Panama, Paraguay and the Dominican Republic. The other extreme, integrated or articulated, but stagnating countries accounts for 11% of GDP: Argentina, Uruguay. The remaining 16% are disarticulated and stagnating countries.

LATIN AMERICA AND THE CARIBBEAN: OVERALL GDP GROWTH

Annual variables:

1984	1985	1986	1987	1988	1989	1990	1991
3.6	3.3	3.8	3.0	1.1	1.3	0.3	3.0

Latin America's tremendous wealth in natural resources and raw materials has blinded its governing classes to the need to build up a manufacturing industry in a position to compete on international markets (Ehrke, 1991). In Latin America capitalism was pursued unashamedly, unbridled by social traditions or general behavioural patterns to be respected even by the powers that be, and without the effective self-organization of the non-privileged classes. Latin America is an example of a market which when not metaeconomically "domesticated", produces social anomalies which spill over unto the economy: hyperinflation, concentration of income and stagnation (Ehrke, 1991).

However, the most serious aspect of the industrialization crisis is the neglect of the labour force: low wages and unlimited availability of low-skilled workers made the systematic rationalization of workforce deployment and upskilling unnecessary (Ehrke, 1991). The lack of equity in income distribution is a further structural obstacle to industrial development in the eyes of modern economists who point out that equity is a factor of growth insofar as the feeling of belonging to a society and being integrated into the community stimulates in all

social strata the propensity to participate in the collective effort, involving a partial downgrading of consumption in favour of economic growth (Fajnzylber, 1989).

ESTIMATED DISTRIBUTION OF SOCIAL DEBT, 1980-85 (%)

NET NATIONAL INCOME	1980	1985
TOTAL	84.4	79.5
Poor sector income	10.0	8.4
Non-poor sector income	74.4	71.1
Labour	24.9	21.7
Capital	49.5	49.4

(ILO-PREALC, 1987)

During the 1980s, income distribution remained imbalanced, intensifying the contrast between prosperity and poverty. The lower strata were faced with a sharp drop in their income, jeopardizing their capacity to meet basic needs and considerably aggravating their social and economic vulnerability. On the other hand, both the relative proportion of the upper 10% and the absolute income level of upper 5% increased in the same period.

The crisis of the 1980s and the policies of adjustment adopted served to intensify poverty. By the end of the decade, the income of 44% of the Latin American population (183 m) was below the poverty line. This means that 37% of families, 17% of which indigenous, are poor (Tokman, 1991). It can therefore be said that the brunt

of the economic adjustment in the years 1980-1985 was borne by the workers whose share of national income dropped by 4%. It is interesting to compare these figures with Latin American military expenditure during the crisis years which rose from USD 10 m in 1980 to USD 12.5 m in 1985; the strength of the armed forces increased by 500 000 men in the same period (Arms Control and Disarmament Agency, 1985, quoted from Varas, 1988, p. 99).

On the subject of the post-1982 economic and debt crisis, Weffort comments that "in any case, one thing is certain, namely that if the Latin America of the 1980s remains a region of peripheral countries, it is no longer a region of 'developing countries' as it was called in the 1980s. It is a region of countries in stagnation" (Weffort, 1991, p. 22). He goes on to comment: "its strongest link with the modern world is its debt, the most perverse of economic links which backward countries can possibly have with the modern world" (ibid, p. 23).

Since 1982, USD 223 600 m have left America as debt service and earnings for the industrialized western world. On top of this, there is the new indebtedness in itself which stands at USD 125 000 m. In fact, in some years this transfer of resources has been one fifth of the total transfer of resources, and as much as one third in 1983 and 1985. As a result, one can describe the present situation as "foreign debt capitalism", i.e. an economic system in which all the variables are geared

towards a single, overriding objective: the servicing of foreign debt (Müller-Plantenberg, 1992).

LATIN AMERICA: DEBT, TRANSFER AND IMPACT
(GDP coefficients)

	Total foreign debt	Capital net income	GDP per capita
1973-1981	38	5.5	2.1
1982-1989	54	1.4	- 0.3
1990	46	1.9	- 1.8
1991	46	-	0.3

(ECLA, 1991b)

At the end of 1991, following three years of stagnation, overall Latin American GDP increased by 3%. However the 1991 regional product was only 16% higher than in 1980, prior to the crisis, whereby mean GDP per capita was 8% lower than in 1980 and equivalent to the 1977 level (ECLA, 1991c).

PUBLIC AND SUBSIDIZED SERVICES

With the drop in fiscal income, social expenditure was cut, affecting services, above all education, health and housing, and, to a lesser degree, social security. Governments are currently seeking to maintain blanket coverage of the more essential services, with selective privatization measures and public policies targeted towards critical sectors or problems. The privatization of many nationalized companies with social functions in

the wider sense of the term (i.e. including those involved in the production/distribution of basic foodstuffs at subsidized prices and the transport sector) has served to cancel out these social policy instruments, with the result that spending itself is being used as a means of cushioning the effects of the economic crisis.

THE INFORMAL SECTOR

The so-called phenomenon of "informal labour" has been explained from various angles. Neoliberals see its origin in an excessive degree of state regulation, expressed in terms of restrictions on lay-offs and wage regulations, the obstacles to the free play of the market forces forcing firms to evade official controls and regulations by setting up unregistered, but nevertheless legal businesses (Soto, 1987).

ILO-PREALC takes the view that modernization has run parallel to the population explosion with an accelerated process of urbanization and a structural manpower surplus. Extreme economic concentration and indiscriminate adoption of intensive technologies made the absorption of this surplus impossible.

The terms "bottom up" or "top down" are usually found following the term "informal labour". "Bottom up informal labour" refers to the informal labour of the poor emerging in a desperate and disorderly manner from the structural surplus of manpower, accompanied by a marked

deterioration of manpower quality. "Top down informal labour" is favoured by firms with a neoliberal perception of "flexibility", i.e. the need to maintain their competitive edge in times of crisis, cutting labour and jetisoning social costs, among others, by subcontracting part of the goods and services they themselves previously produced. One of the limitations of the informal sector, however, is that it lacks access to production resources (capital and skilling) and the more dynamic markets.

In the years 1980-87, the informal urban sector in Latin Americ grew at a rate of 6.6% per annum; the public sector and large-scale industry grew by 4.1% and 0.5% respectively in the same period. By 1991, the informal sector accounted for 23% of total employment. At a rate of 50+%, the informal sector is already larger than the formal sector in most Latin American countries (Sandoval, 1990). PREALC expects the proportion of the informal sector among the urban workforce to fluctuate between 33% and 36% by the year 2000 and foresees an involutive expansion, with employment growth being accompanied by a process of stagnation, or even decline of mean informal sector income, already 75-80% lower than the official minimum wage levels of the various countries. The phenomenon of migration can be related to the informal sector in Latin America; many Caribbean societies have witnessed an expansion of the informal economy in parallel with a rise in international immigration in recent years (Duany, 1991).

In the agricultural sector, the informal economy has expanded among the minifundio holders and the landless peasants - the "boias frías", "golondrinas", "volantes" and "afuerinos", i.e. seasonal workers - whose ranks are swelling to the extent that neoliberal economists refer to the "flexibility" - i.e. profitability - of an absolutely informal workforce. In 1980, 50% of Brazilian seasonal agricultural workers were landless peasants. In contrast, it is estimated that 86% of seasonal workers in Guatemala are minifundistas.

The "zones" or "enclaves of exclusion" are a typical phenomenon of the informal - or in this case the "underground - economy" the "favelas", the gangs of bandits, the guerilla, the Medellin drug mafia in Bogotá, the Bolivian coca plantations..... This phenomenon, symtomatic of a loss of state authority over extensive regions and the extent to which political power is permeable to corruption, is one of the most significant effects of the crisis (Weffort, 1991). In January 1992, the Columbian daily "El Tiempo" wrote that the entry of foreign exchange into the courtry under the guise of "transfers" and "gifts" - laundered drug earnings - had jumped 84% to a total of USD 1 730 000 m in 1991, an amount even higher than the proceeds from coffee exports - USD 1 330 000 m in the same year.

The trade union movement is alarmed by its serious difficulties in gaining access to this sector where there are no employers and the interest groups are so vague.

The unions are confronted with a major fragmentation of labour markets, a diversification of the integration of the labour force and a process of "desalarization" of labour relations.

Along with the economic and debt crises, informal labour is one of the most characteristic phenomena of the economic and social development of Latin America in the 1990s. All future strategies must start out from the assumption of the coexistence of the formal and informal sectors, with all the distortions this may imply for the future.

GAINFUL EMPLOYMENT AND ITS SOCIAL FRAMEWORK

In the past, the workforce was treated as a side-kick of company organization, an element which had to be disciplined as far as possible. However, as observed by Ehrke, the combination of the factors of production at the base of the production process depends on the availability of the workforce and this applies not only to production operatives, but also to specialized workers, the technical intelligensia, managers and areas surrounding the production process (Ehrke, 1991).

This maturity in attitudes towards the labour force is far from the reality of modern-day Latin America. As Ehrke himself points out, "a basic contradiction in current export orientation is that production has to be promoted for an international market in which competition

largely depends on innovation, whereas the innovative potential of the workers remains blocked at a pre-industrial level of labour relations, vocational training and wages" (Ehrke 1991, p. 37).

ACTIVE POPULATION PER AGE-BRACKET

Age	1980	1985	1990	1995
Total	118 800 617	136 828 241	156 746 424	178 421 032
10-14	4 141 031	4 151 984	4 178 296	4 200 668
15-19	16 050 404	16 858 200	17 965 500	10 057 338
20-24	19 661 086	23 103 881	25 213 827	27 839 345
25-29	17 543 691	20 705 340	24 448 549	26 846 179
30-34	14 294 024	17 518 661	20 733 200	24 569 797
35-39	11 478 569	14 025 567	17 220 004	20 400 525
40-44	9 686 493	11 099 766	13 595 601	16 720 972
45-49	7 991 623	9 114 864	10 482 973	12 876 899
50-54	6 496 143	7 262 125	8 288 522	9 532 050
55-59	4 807 156	5 495 883	6 125 054	6 955 804

(CELADE, 1985)

LABOUR INCOME (Indices, basis 1980 = 100)

	1980	1989
Wages		
-minimum	100	76
-agricultural	100	80
-manufacturing industry	100	95
-public sector	100	70
-construction	100	93
Mean income informal sector	100	58
Labour income as % of total income	45	42

(ECLA, 1990)

LABOUR: COMPARATIVE WORKFORCE COSTS IN VARIOUS COUNTRIES, UNIT: USD/HOUR

	1975	1978	1980	1982	1984	1986
USA	6.36	8.27	9.84	11.64	12.51	13.21
GERMANY	6.35	9.65	12.33	10.23	9.43	13.85
JAPAN	3.05	5.54	5.51	5.70	6.34	9.49
BRASIL	0.86	1.33	1.39	1.86	1.16	1.60
MEXICO	2.00	2.09	2.96	2.54	2.04	1.49
HONG KONG	0.76	1.18	1.51	1.67	1.60	1.87
SOUTH KOREA	0.34	0.80	1.01	1.13	1.28	1.39

(Bureau of Labour Statistics, USA, 1988)

In the first three decades of the post-war period, the strength of the Latin American workforce doubled from 54.7 m in 1950 to 118.1 m in 1980. The ILO has estimated a mean 2.44% growth per decade up to the year 2000. It is interesting to note that whereas the male workforce has doubled, the female workforce has in fact tripled in the same period, although remaining comparatively low in relation to the total population: of a total working population of 34.2% in 1980, 50.3% were men and 18.1% women. In comparison: the global percentage was 32.6% in the same year (Schneider, 1990).

WORKING POPULATION AS A PERCENTAGE OF THE TOTAL POPULATION AND ACCORDING TO SEX

	TOTAL	MEN[1]	WOMEN[2]
1950	35.2%	57.5%	12.6%
1960	32.9%	53.0%	12.7%
1970	32.1%	50.1%	14.4%
1980	34.2%	50.3%	18.1%

[1] % of the total male population
[2] % of the total female population

(IDB, 1987).

For 1990-1995, the ILO estimates an increase of 2.6% in the male and 3.7% in the female workforce.

LATIN AMERICA: STRUCTURE AND EVOLUTION OF EMPLOYMENT AND PRODUCT PER EMPLOYED PERSON, ACCORDING TO SECTORS OF ACTIVITY (1970-1985)

EMPLOYMENT

	Mean annual rates		Growth distribution (%)		
	1970-1980	1980-1985	1970	1980	1985
TOTAL	2.6	2.8	100.0	100.0	100.0
Agriculture	1.1	2.7	42.1	36.2	36.0
Industry	2.7	- 0.7	20.8	20.9	17.5
Services	4.1	4.5	37.1	42.9	46.5

PRODUCT PER EMPLOYED PERSON

Mean annual rates - growth distribution (%)

	1970-1980	1980-1985	1970	1980	1985
TOTAL	2.9	- 1.8	75.0	100.0	91.0
Agriculture	2.4	0.4	25.0	31.0	32.0
Industry	2.9	0.5	138.0	183.0	188.0
Services	1.9	- 3.8	97.0	117.0	96.0

(ECLA, 1991)

LATIN AMERICA AND THE CARIBBEAN: URBAN UNEMPLOYMENT (MEAN ANNUAL RATES)

	1980	1983	1985	1987	1989
SIMPLE AVERAGE	7.4	10.3	10.7	9.1	9.7
Extreme rates:					
Brasil	6.2	6.7	5.3	3.7	3.6
Argentina	2.6	4.7	6.1	5.9	8.0
Panama	10.4	11.7	15.6	14.0	22.0
Chile	11.7	19.0	17.0	11.9	7.5

(ECLA, 1991a)

The years 1982-1983 saw not only a quantitative rise in unemployment, but an increase in joblessness among breadwinners, those at the age of peak productivity (25-44) and skilled workers having completed secondary/ tertiary education. Unemployment tended to hit women more than men and young people in general. Underemployment, i.e. occasional employment or employment for only a few hours a day, traditionally badly paid, reached a level of 19%. In a preliminary review of the Latin American economy in December 1991, ECLA did not observe any change in the unemployment situation compared to previous years.

SOCIAL SECURITY AND POVERTY

Two types of development of social security systems can be identified in Latin America: on the one hand, the pioneering countries - Argentina, Brasil, Chile, Uruguay

and Cuba - which introduced social security schemes in the 1920s. Although these systems were expensive, inefficient, excluded certain groups and privileged the better-off, they were gradually extended to other sectors. On the other hand, there are countries such as Columbia, Peru, Costa Rica and Mexico where industrialization took off at a later date. In 1980 ECLA observed that only 61% of the working population in Latin America was covered by social security and health insurance. Only 43% of Brasilians have such coverage and in many countries no more than 25% of the population is insured; it is striking to note that in these countries it is essentially the urban population which is insured, the peasants, the informal sector and self-employed workers being completely excluded from social security.

Unemployment was contained in the second half of the 1980s above all due to the growth of the informal sector. With their declining income - in some cases a drop of more than 20%, bringing them close to the poverty threshold - the salaried workers in the manufacturing sector have swelled the ranks of the "new poor".

THE HISTORICAL DEVELOPMENT OF POVERTY IN LATIN AMERICA

	1970	1980	1986	1989
Poverty (%)	47	41	43	44
Number (m)	129.8	143.8	175.1	183.2
Urban	n.d.	30	36	36
Rural	n.d.	60	60	61
Indigenous (%)	n.d.	19	21	21
Urban	n.d.	11	14	n.d.
Rural	n.d.	33	36	n.d.

(ECLA, 1990)

The under-14s account for 42% of the total population of Latin America (Europe: 24%) and are consequently the population group hardest hit by poverty (Recknagel, 1988); along with women, this group forms an army of cheap labour of atrocious dimensions, especially in the informal sector.

EDUCATION

Once the process of "educating the people" was consolidated, this liberal model was replaced by a concept which perceived education as a workforce productivity factor. The methaphor of educating the people was substituted by that of human resources; educational decisions were perceived and evaluated as capital investment decisions.

Nowadays, from a more integral approach, education, and in

particular schools, are attributed a significant role in a process of development in the context of which the reinforcement of the productive capacity of individuals has become crucial. On the one hand, production calls for higher levels of creativity, intelligence and information selection and, on the other, the production process is not only a consumer, but also a producer of knowledge. For this reason, education unrelated to the working world is currently considered not only regressive from the economic point of view, but also as impoverishing from the perspective of the integral development of the individual's personality.

These models were partly applicable in Latin America for some time and were substituted without any solution to the problems to which they were addressed. The economic crisis, which has had many repercussions on education, cannot be analysed as an exclusively external phenomenon, independent of the pre-crisis level of regional development.

LATIN AMERICA AND THE CARIBBEAN: EVOLUTION OF CERTAIN EDUCATIONAL INDICATORS

RATES OF SCHOOLING AMONG 6-11 YEAR-OLDS (%)

	1960	1980	1990
TOTAL	64.7	82.3	87.3
HIGH RATES			
Argentina	91.1	95.3	97.2
Uruguay	94.6	83.6	91.0
Cuba	78.3	99.7	97.4
LOW RATES			
Haiti	23.3	36.5	59.7
Guatemala	31.0	49.4	56.9

GROWTH OF SECOND-LEVEL SCHOOLING RATES (%)

	1960	1980	1990
TOTAL	18.7	47.4	54.9
HIGH RATES			
Cuba	14.2	80.7	87.6
Argentina	31.9	56.0	73.2
Peru	18.6	58.8	73.5
LOW RATES			
Haiti	4.3	13.0	-
Guatemala	6.1	18.0	21.10

(ECLA, 1991a)

In the years 1975-1983, the crisis led to an increase in rates of repetition of the academic year and school failure in basic education of 5.7 m, putting Latin America at the top of the world league in terms of school repetition. The deficits in question were basically of a material, cultural and educational nature linked to the learning of basic reading and writing skills, above all affecting the poor, rural and marginized urban sectors.

ILLITERACY (% of 15 pluses)

	1950	1980	1990
TOTAL	44.0	23.0	15.3
LOW RATES			
Uruguay	-	9.5	3.8
Argentina	13.6	8.6	4.7
Cuba	22.1	-	6.0
Chile	20.6	15.6	7.2
HIGH RATES			
Haiti	89.5	85.5	47.0
Guatemala	70.7	62.2	44.9

(ECLA, 1991a)

The crisis interrupted the process of the integration of children from the lower strata of society to post-basic levels of education. Whereas the secondary and tertiary education growth rate was 7.3% in the years 1960-1980, it

dropped to 3.8% in 1980-1986. Higher education fell from 10.4% to 5.6% in the same period.

This process of deterioration and crisis not only affected the lower strata of society, but also emerging consumer groups, thus generating an increase in the number of students enrolled in secondary and tertiary levels and in private education. The present increase in the number of students enrolled in the public education system is a reflection of the fact that these sectors can no longer afford to send their children to private schools. All this has generated a massification of public education and an elitization of the private sector; the average performance of low sector schools is only one half or even one third that of higher sector schools.

The crisis has triggered a deterioration of the quality of education. With the fall in teachers' salaries, the more highly skilled are leaving the profession and absenteeism and demotivation are rampant. In 1980, Latin America invested USD 92 per year in each elementary school student, compared to USD 92 in the industrialized world. The least visible, but perhaps most perverse manifestation of the crisis is perhaps the fact that governments are forced to concentrate their efforts and energy on economic problems, to the detriment of medium and long-term educational planning.

Higher education in Latin America, traditionally elitist, has been subject to major transformations over the past 30

years, above all due to its massification. In 1950, there were 266 000 university students with 25 000 graduates per year, and only 6% of an age class went to university. By approx. 1986, there were 6 m students in higher education and the growth rate of university education (GRUE) - 3% in 1960 - was as high as 20% in some countries. Latin American universities currently turn out approx. half a million students every year (Brunner, 1989).

Higher education has diversified, and there has been an enormous increase in the number of institutions providing courses and diplomas - technological institutes, faculties, centres of technical education, professional institutes, etc. - whereby a rise in university access among middle sectors and women (GRUE women: 13.6% GRUE men: 16.3%) can be observed; higher education has also spread from the large cities. It is estimated that present-day Latin America has a total of 420 universities, with an academic staff of some 500 000, more than half of which is concentrated in Brasil (123 000), Mexico (109 000) and Argentina (65 000).

In general, modern educationalists consider that current socializing agents have diversified and the role of firms, the mass media and the associations and institutions of civil society are constantly gaining in significance. Today, the school is perceived as an agent imparting obselete content, in contrast to the dynamism of the mass media with its consumer values of the developed world.

A young Latin American aged 13-14, having completed basic education, will have spent 8 000 hours of his/her life at school. It is estimated that at the same age, this youngster will have spent some 16 000 hours watching television. In 1972, a UNESCO study showed that 52% of Latin American television programmes were imports, mainly from the USA, with some countries importing up to 76% of their television programming. Today, approx. one third of television programmes are USA imports (Bisbal, 1988). In 1980, Latin American homes had a total of 33 996 000 television sets, and 57 809 000 in 1986.

"The basic values preached by development strategies are austerity and solidarity", as pointed out by Tedesco (1991, p. 107). These values inevitably clash with the dominant consumer patterns, as "advanced" in Latin America as in developed countries. Solidarity is confronted with the principle of individual success as a paradigma of behaviour and competivity as a driving force of success.

This rather harsh vision must be seen against the background of a typically Latin American paradox. When the material bases for social consensus were being established in the years 1950-1980, politics and its exponents, marked by the cold war, opted for war. Today, when the material bases are suffering from the havoc of a distorted economic order and are not conducive to a truce, the Latin Americans - above all those who have suffered the crisis in flesh and bone - are more than ever seeking a political consensus, justice and an order to represent them.

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PART TWO

VOCATIONAL TRAINING INSTITUTIONS (VTIs) IN LATIN AMERICA: IN HISTORICAL PERSPECTIVE:RECENT DEVELOPMENTS

N.B.: This part of the monograph is essentially based on the general study on the same subject coordinated by M.A. Ducci, CINTERFOR*, Montevideo.

By: Carmen González and
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I. ORIGIN AND CONSOLIDATION

A discussion of homogeneous behaviour in an area of this magnitude implies a very generalized, rather than an in-depth situationual description; on the other hand, the actions of the VTIs are not identical. Having made this comment, with the risk of moving from the macro to the micro descriptions with no continuity, specific aspects shall be highlighted which we consider worthy of consideration as a result of their defining character and qualitative importance, although their present impact may be merely symbolic.

. "Vocational training constitutes an eminently educational activity" - this statement is still being

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* Studies by CINTERFOR, with the assistance of the World Bank, the IDB, the IDRC, Canada, the GTZ, Germany and the ILO Training Policy Service.

debated by various circles, especially the most orthodox, although in more flexible and heterodox circles there is an awareness that schools are not society's only educational agent. This reality is more evident in the Third World in general and in Latin America in particular, where major educational efforts are conducted on the margins of the guidelines of the ministries of education.

. Various Latin American authors (Ivan Illich, Alberto Galeano, among others) consider that the activities of VTIs must be part and parcel of a national educational policy, where formal and non-formal education converge.

1. VTIs are the organizational option chosen by a majority of countries to train their workforce.

VTIs were perceived as bodies imparting NON-FORMAL skills, independent of general education systems and with fluid links with the world of work/labour market. They therefore range from being trainers of the workforce moving about the market to agents matching the needs of firms as a whole.

This elasticity characterizing VTIs implies that their action is defined - within the legal limits - as a function of the requirements of the labour market and the production systems. Programmes must therefore be permanently readapted. This means that VTIs have become permanent institutions on account of their INNOVATION, CREATIVITY and FLEXIBILITY.

Institutionalized vocational training is the response to a pressing need for skilled and semi-skilled manpower to sustain the process of industrialization upon which Latin American countries have embarked. General education systems were not prepared to tackle this urgent task which emerged in the 1940s - in particular in Brasil and Argentina - in the Andean region in the 1950s and in the central American countries in the 1960s. This response is not only a matter of training people for the occupations required by the market, but also of imparting to workers of a rural origin the standards and styles of industrial labour organization - in brief - imparting "corporate culture" and the urban lifestyle.

The characteristics defining these institutions may therefore be resumed as follows:

- independence from general education systems and their links with the world of work;

- the clientele of the majority of VTIs initially came from social sectors leaving general education: an urban clientele, destined to become the workforce of the industrial and constuction sectors;

- VTIs were therefore generally attached to ministries of employment, rather than ministries of education;

- the funding of VTIs was based on contributions from the firms represented in the management bodies

comprised of: government/administration, employers/employers' associations, workers/trade unions. This form of funding, consisting of a levy equivalent to a given percentage of the payroll, made VTIs independent from governments and gave them a real capacity to adapt to labour markets.

2. The tripartite management model (government, employers, workers) permitted the accommodation of at times conflicting interests and the promotion of the practice of concertation. In a framework as dynamic as that of Latin America, perhaps the most positive aspect is the capacity of these institutions to adapt to such a changing reality. The role of VTIs was and remains above all relevant among groups of young people marginalized from the general education system in the form of TRAINING and LITERACY programmes, sometimes implemented upstream of specific vocational training. Up to the 1970s, VTIs channelled a substantial proportion of their resources into literacy and preliminary remedial programmes; With the improvement of general schooling, these preliminary literacy courses were no longer necessary to the previous extent.

This release of resources should not be understood as neglect of the most disadvantaged sectors, but as a realignment of VTIs' programmes towards training for the world of work - which is basically more in tune with their original tasks.

A clear trend emerged in the 1980s - cuts in public spending on education. The most manifest consequence of these cuts was a decline in the quality of public education. Insofar as the channels financing general education remain the national budgets, VTIs, with their characteristic flexibility, have been adopting varied and innovative financial systems, as shall be shown later.

3. The role of VTIs has largely been that of "modernizers" of society, overcoming obselete prejudices and upgrading activity at the workplace and working culture.

VTIs are therefore not only institutions imparting training for the workplace, but are bodies which instil students with an appreciation of activity at the workplace and help them to understand the working environment. Training implies upgrading the world of work.

In this context, the "ideal" tutor should have 3-5 years of practical on-the-job experience before starting to work as a trainer. In the training process, values such as quality, productivity, etc. are perceived and transmitted very differently according to whether or not instructors are familiar with practice at the workplace; VTIs have retained a form of vocational training based on workplace culture.

Experts from SENAC, SENAI and SENA have elaborated theories on this concept of training, which they regard as

"lifelong education" , as opposed to an one-off educational event. Training is therefore not limited to the "workplace", but to an understanding of the environment in which it takes place, i.e. "working culture".

4. Technical vocational education began to expand in the 1950s in three basic areas: technology, agriculture and commerce. However, in contrast to vocational training, this stream served as an instrument of social mobility and a route of access to higher education. Its philosophy was therefore closer to that of secondary and higher general education than vocational training. The first VTIs thus recruited their clients among urban adolescents unaccommodated by the general education system. As the numbers of those going on to secondary education increased, the focus of VTIs' activities shifted from training young people towards training adults.

A comparison of technical vocational education and vocational training shows that:

. At the level of CONTENT, technical vocational education leant on programmes established by other educational (in particular foreign) bodies; once adopted, contents were not updated over long periods of time. Moreover, the focus of technical vocational eduction was extremely rigid, with a yawning gap between theory and practice. VTIs establish the content of their programmes on the basis of information drawn from occupational

analysis, updated, in principle, on an ongoing basis.

. At the level of METHODOLOGY, substantial differences can be observed: in general education as a whole and technical vocational education in particular, the old traditional teaching methods still reign and formal classroom teaching remains the rule. Teaching methods are fundamentally authoritarian, with students passively listening to teachers' lectures. In VTIs, the methods applied are active and participative and the teacher is above all an enabler, functioning as an expert in practical (workshop) tuition . Just as in general education the instructor is a SCHOOLMASTER or TEACHER by profession, in vocational training the instructor is above all a SKILLED WORKER, the priority lying, not on academic qualifications (his academic CV), but on knowledge and experience of the world of work and technology.

In this respect, the educational process has become much more segmented in the vocational training arena than in the field of general education. What the various vocational training players PROGRAMMER, OCCUPATIONAL ANALYST, DIDACTIC MATERIAL DESIGNER, FACILITATOR have in common is that in one way or another they are linked to the world of work.

In contrast, in the field of general education the authorities of the ministry of education are at the top of the power pyramid (political posts), the subordinate hierarchical levels being occupied by bureaucrats along

extremely administrative lines, i.e. no relevant posts are filled by profiles other than that of the "civil servant". This system automatically generates rigidity, centralization and reglementation.

From the institutional point of view, VTIs, managed with the participation of both sides of industry, guarantee (even at top management level) "proximity" to reality and are in a position to respond to emerging needs.

Despite these differences, the two systems are converging, a process manifested by cooperation in the development of joint and/or complementary activities, without however either stream losing its specific character.

5. A brief description follows of the role of two prototypes of further training programmes presenting particular interest:

- The adult education programme: Although adult education is officially the domain of the ministries of education, the ministries have always had difficulty in guaranteeing systematic and structured provision covering educational needs implemented by institutionalized agencies with a certain degree of stability. Problems are frequently tackled with no knowledge of the specific needs of the target group in question which leads to improvisation in the definition of objectives. Moreover, there are no agencies specifically catering for research,

development and testing of educational resources.

VTIs have had considerable success in handling this programme, since they have managed to systematize and structure their operations around an institutionalized and permanent framework; vocational training has thus developed original educational strategies, adapted to its "universal target group".

- The "substitute" educational programme: to validate the knowledge of young people and adults unable to complete schooling at the corresponding age, one of the basic objectives of this programme was to promote the recognition of experience acquired by workers in the course of their working lives.

The purpose of "substitute" education was to offer a second chance to youngsters and adults who had failed to complete general education at the corresponding age. To achieve this aim, the establishment of non-formal educational processes linked to self-directed learning was proposed, the final objective being to validate this knowledge derived from experience.

It must be concluded that the educational authorities did not succeed in developing processes to cater for the extensive target groups of this alternative route. By way of example, in the years 1975-1986, only a total of 120 000 persons throughout Latin

America completed the second cycle of secondary education via this route.

Although the greatest effort was made by the ministries of education of PERU and BRASIL, an alternative route to formal schooling offering workers some kind of recognition for informal learning processes was not achieved in either of these countries and efforts to reach those marginalized from the general education system remained in vain for various reasons.

This programme was approached by VTIs in a more modest and limited way. For VTIs, the aim was not to grant "educational validity" to the knowledge acquired by workers in the course of their working lives, but simply to recognize this knowledge and these skills by means of a "vocational certificate", validating this experience. VTIs promoted the institutionalization of vocational certificates, established specialized technical and administrative agencies and developed appropriate methods and instruments to evaluate whether or not people were in posession of the required job skills. The perspicuity of VTIs in developing these programmes was considerable: they had no aspirations - or if they had aspirations in this direction, they were quickly abandoned - towards a legitimation of their activities by the general education system and concentrated their efforts on meeting vocational

skilling needs to facilitate the vocational advancement of their clients, rather than obtaining educational credentials.

II. WHO RECEIVES TRAINING AND WHY?

As already indicated, VTIs are non-formal skilling agencies, directly related to the labour market.

Initially, their objective was to train and skill the manpower necessary to fill existing or foreseeable jobs in the context of the process of industrialization initiated by Latin American countries in the aftermath of the Second World War. Training was above all implemented at the level of skilled and semi-skilled operatives, since the general education systems were ill-prepared to provide a swift response to the massive integtation of these workers.

It was later observed that as well as requiring skilled manpower, the firms had other - often priority - needs related to the organization, management and effective development of units of production.

In this context, developments moved away from a limited concept of employment opportunities towards a strategy seeking to understand working conditions and their social environment.

As a general rule, VTIs cater for:

- per population group:

. the urban workforce;
. young people marginalized from the labour market - by

means of training provision for industrial occupations with the objective of job market integration;

. marginalized social groups, drop-outs from the formal education system;

. workers in employment requiring further, specialized or re-training;

- per sector:

VTIs expanded their initial experience in the industrial sector towards commercial and service activities and later also moved into the primary sector. Actions in the rural sector clearly outnumber those in the field of arable/livestock farming. With the loss of industry's manpower absorption capacity, VTIs began to develop new lines of action and to move into non-traditional areas: small and medium-sized businesses, urban and rural marginal sectors, women, the self-employed etc.

By virtue of their links with the labour markets, new objectives were established in relation with the development of technology and productivity: establishment of technological centres providing training in parallel with non-traditional technical support and technological dissemination services. This orientation facilitates a better synergy between science and technology.

Moreover, this analysis of the market according to

economic levels and social sectors promotes the establishment of concerted training actions along with other institutions.

Finally, analysis of the labour markets facilitates the design of training programmes at regional level to specifically cater for the job requirements of small enterprises, the production system in general, microenterprises and the self-employed (informal) sector.

Current labour markets require VTIs to develop their activities in a decentralized framework as strategies to meet specific and targeted needs.

In accordance with these realities as to who receives training and why, a number of aspects related to the real functions of VTIs must be emphasized, once again highlighting the need to follow the specific characteristics of each of these realities, but especially with regard to the common denominator of institutional culture, based on a combination of variables.

To briefly summarize the course of developments in this field, the following aspects can be highlighted:

. The initial approach was one of "engineering" - the vast majority of professional and technical teams were engineers who incorporated education into the programming of their activities.

. With the diversification of these institutions, their teaching staff was extended to include other experts of various disciplines (historians, sociologists, mathematicians, etc.). This lead to richer, multidisciplinary approaches.

This diversity and the growing movement of executives implied a heterogeneity of management. To avoid possible contradictions ensuing from this diversity, internal executive training was imparted in order to provide this group common guidelines, thus promoting corporate identity.

. Although flexibility is one of the guiding principles of internal dynamics, in actual fact as non-private institutions, the functions of the vast majority of VTIs are submitted to a number of the rigid regulations governing the public administration.

On the other hand, executive salaries are not competitive with those offered by the private sector, which generates a continuous drainage of resources trained by vocational training institutions, implying an additional investment effort.

As VTIs currently move more and more towards customized services, offered directly to specific firms, the strategy of "individualized marketing" is gaining momentum, integrating control and feedback mechanisms. Those leaving VTIs are followed up, not

only as a means of determining their labour market integration, but also to pinpoint internal promotion within their working activity, actions, geographical mobility, etc.

Despite the importance of this follow-up, it should nevertheless be pointed out that evaluation studies tend to measure facts, rather than indicate the reasons behind these facts, i.e. they involve research of a descriptive, rather than an explanatory nature.

III CURRENT LEGAL AND ORGANIZATIONAL FRAMEWORKS

1. The "models"

Strictly speaking, there is no single VTI model; specific organizational solutions are even to be found within a common basic institutional concept.

In the 1950s, 1960s and 1970s, the majority of VTIs were public bodies, attached to the ministries of employment, but nevertheless enjoyed a considerable degreee of autonomy.

Exceptions to this rule were as follows:

BRASIL	SENAI (1942)	Training of the workforce in the secondary sector and
	SENEC (1946)	Training of the workforce in the tertiary sector, both with private funding.
ARGENTINA	CONET	More linked to the mainstream education system for accelerated vocational training.
URUGUAY	UTU	Public agency linked to the ministry of education.

(see Annex of Institutions)

In the other countries, VTIs operated under the jurisdiction of the ministeries of employment and chose the route of the institutionalization of training outside the general education system.

In general, the heterogeneity of the legal guidelines of different origin, scope and nature governing training and the VTIs led to overlaps between the ministries of employment and education, and in certain cases other ministerial departments - social affairs, public works, etc. - involved in social promotion and welfare in general.

Although these institutions were designed as instruments of employment policies, vocational training as such is not generally incorporated into labour legislation, i.e. legislative texts refer to social, labour and educational questions, but not specifically to the subject of training, or only in exceptional cases.

A point of interest on the legal framework of training and its institutional developments is its lack of updating, i.e. the regulations governing VTIs neither reflect the reality of this field nor take account of recent innovations introduced to these agencies. On the other hand, whereas legal regulations lag behind the dynamism of the institutions, the institutions, for their part, lag behind the demands of the market due to the administrative rigidities mentioned above.

For this reason, a number of companies have become direct

training players to cover their own training needs. This leads to a very diversified spectrum of provision, necessitating the establishment of effective coordination among all training players in order to determine priorities, harmonize actions, avoid duplication of resources and ineffective repetition.

The first response to this need was the creation of a coordinating mechanism. In the 1970s, the following systems were established: "the National Manpower Training System" (Brasil), "the National Skilling and employment System" (Chile), "the Employment, Training and Skilling Coordinating Unit" (Mexico). This organizational framework was aimed at promoting the role of the state as the driving force and watchdog of imparted training, whereby its role as an implementing body was reduced and transferred to the firms. In the above-mentioned countries, tax incentives were introduced for enterprises acting as training deliverers.

A whole plethora of difficulties emerged in the 1970s and 1980s. The main problem lay in the inability of ministeries of employment to assume a leading role in this field, not to mention the permanent rivalry between the ministeries of employment and education, which both claimed responsibility for and authority over these matters. The creation of the systems therefore failed to coordinate the action of the various nationwide VTIs, and even less so that of the other public and private centres at a more local level.

2. Inter-institutional cooperation

Although the training provision of VTIs and that of the formal education systems were in most cases parallel routes, a number of agreements were signed between the two streams.

The most ambitious agreement concluded between a VTI and a ministry of education was in Chile. The "basic vocational skilling" programme (COB) put workers leaving this programme on an equal footing with those having completed the eighth year of basic education and the "secondary education for adults" (EMA) programme was declared equivalent to the fourth year of secondary education. Moreover, higher-level technical education is imparted in vocational institutes, supervised by the ministry of education. In Columbia, SENA, in collaboration with the ministry of education, has also played an important role in linking up general and non-general education/training, above all in the field of higher education. Furthermore, SENA's technical infrastructure (teams, laboratories, workshops) makes its collaboration particularly attractive.

However, although these agreements may be unspectacular, it is not merely a question of correspondence in this context - the objective is to avoid duplication of effort and resources targeted towards the same groups required by the market. With this in mind, it is considered that such agreements should go beyond the field of correspondence and should lead to collaboration at various levels, e.g.

exchange of teaching staff, sharing equipment and laboratories, joint development projects, traineeships for university students on VTI premises, etc.

. The dialogue between similar institutions in various countries has helped create an institutional culture reaching beyond national borders.

Despite the absence of a structured forum for the sharing of ideas in the initial phase, VTI heads established contacts at international level to keep in touch with their opposite numbers in other regions. These rather unstructured initiatives led to mutual cooperation steered by the ILO, which set up a regional agency to promote relations between the various countries of the continent.

In 1964, negotiations between the ILO and VTI heads culminated in the creation of CINTERFOR (Inter-American Research and Documentation Centre on Vocational Training) which became an initiator of training policies and strategies and a sounding board for all types of technological innovation. The influence of this international circuit has been decisive in maintaining the dynamism and flexibility of VTIs. It has drawn from the curiousity of VTIs and dynamized the transmission of ideas and an awareness of mutual assistance. More recently established VTIs have not only benefited from the older organizational VTI models, but have been prevented from making the same mistakes as their forerunners by learning from their experience. Cooperation has been of fundamental

value.

3. Operation

The VTIs set up and equipped centres simulating the firms, which remain their main basis of operation.

As well as the traditional patterns of learning following a regular timetable, evening and night sessions were introduced to cater for adults wishing to enter or reenter the world of work.

Contacts with the firms added a new demand which is very important today: updating, re-training and specialized training of workers already at the workplace.

From the 1970s onwards, a number of VTIs embarked upon a qualitative diversification of considerable interest, devoting particular attention to small and medium-sized enterprises, the skilling of marginalized urban sectors, women and the self-employed. The focus is therefore not exclusively on the workplace, but has switched to the individual with his/her specific characteristics and promotion not only of clients' job skills, but all-round competences.

From this angle, VTIs not only train workers for an occupation, but work on their human potential, thus applying ILO recommendation 150/1974 on the transfer of attention from vocational to human skills (this ILO

recommendation is recognized by the majority of VTIs).

As the economic crisis came to a head in the late 1970s, the state began to pressurize VTIs to participate in governmental priority social programmes (combatting unemployment, support of groups discriminated at the workplace, etc.).

On the other hand, VTIs were forced from the employers' side to develop a range of responses to the new occupational categories in the wake of the advance of new technologies.

To apply these models successfully, it was necessary not only to diversify the provision of programmes, but also to go beyond the limits of vocational training by offering services implying new functions not strictly falling under vocational training as defined hitherto.

VTIs have therefore to a certain extent integrated the "entrepreneurial style" into their activities, seeking new products, new markets, new (direct and indirect) users, beyond the strict limits of the training sphere.

Given the diversification and increasing expansion of economic activities for which they cater, on the one hand, and of the social players, on the other, the organization of VTI operations is becoming increasingly complex.

IV. THE FUNDING OF VOCATIONAL TRAINING INSTITUTIONS

1. For VTIs, securing financial resources means fulfilling two criteria fundamental for their survival and stability:

- diversification of sources of income and resources,

- independence from the economic, social and political vicissitudes and fluctuations which could and can exert considerable pressure on the tasks and objectives for which the institutions were established.

In parallel, factors of change on the labour market and in the social structure have been shaping new competences for VTI activities, an aspect which has also determined the search for new and diversified sources of income.

It has been possible to diversify financial resources thanks to the confidence of the firms in the services they receive from VTIs, the latter having identified economic situations promoting investment on the basis of flexibility, uniting the efforts of the agents responsible for the reactivation of production.

The need and pressure to become active on various fronts and to approach new clients (small urban and rural enterprises, disadvantaged social groups) in the dynamism of the production system and the social situation have served as a springboard towards new resources with which

solutions can be found. Although the normal source of funding has traditionally been the levy on the payroll, as the institutions have moved into marginal sectors by delivering special programmes - e.g. INCE, SENA, INA - these resources are now supplemented by special governmental subsidies and national budgets.

Finally, a number of VTIs are beginning to become involved in actions beyond the conventional framework, delivering quality programmes whose costs are adapted to market reality and requiring an ongoing update in terms of programme content and staff. These new actions were initially granted free of charge but as they began to develop they gained recognition as a source of income, equipment, services, etc. so that these new resources have emerged in the wake of these new competences, and not only in purely financial terms.

2. Two further aspects linked to the question of funding are as follows:

- The introduction of criteria of efficiency and equity inherent to any "fair distribution on demand"-type scheme. Given the economic and financial crisis, national authorities in general and VTIs in particular are concerned to justify state participation in the national training effort and to establish the appropriate instruments to ensure this participation. Insofar as various combinations of public and private funding coexist in the financial

side, it is necessary to analyse the effects of training expenditure in terms of the cost of opportunity in relation to the costs of other social and economic sectors.

- The increasing impact of fiscal policies on VTI budgets. In an attempt to overcome the serious economic and financial crisis, a number of Latin American countries have introduced drastic economic adjustment measures to overcome endemic fiscal deficits. Funding of VTIs must be seen in relation with the realignment of public finances and state intervention in general.

Since the various countries and institutions have not all changed at the same pace and/or in the same direction, an analysis of funding trends of Latin American VTIs must take the following aspects into consideration:

. the dynamic analysis of forces of change and their efficacy;

. the fact that the transition is taking place by means of a certain degree of "para-institutionality" or "institutional informality";

. finally, one must identify and evaluate resources, sources of funding and institutionalization processes corresponding to the phase of transition beyond the figures corresponding to the corresponding previous

phase.

State protagonism of the 1960s and 1970s in disseminating technical progress is giving way to a reality in which the interests and behaviour of the enterprises are increasingly assuming a role of hegemony.

Increased participation of the private sector can now be observed in the provision of educational services at all levels (in particular, but not only, at pre-school and university levels).

New public finance and expenditure policies are changing the configuration of the calculations of resources and expenditure of the sectors of activity. The new measures have an impact on VTIs, institutions which have based the public contribution to their budgets almost exclusively on specially earmarked tax returns (payroll).

The VTIs are therefore going through a process of structural reorganization as a result of the new financial arrangements, compelling them to gradually and specifically adopt budgetary and operative responses corresponding to each national and institutional context.

A SUMMARY OF THE POINTS RAISED IN THIS OVERVIEW OF LATIN AMERICAN VOCATIONAL TRAINING INSTITUTIONS

Although VTIs are not the only instruments active in the vocational training arena, they have the greatest relative weight in terms of delivery of training provision for the labour market.

In the course of their history, VTIs have developed not only quantitatively but also qualitatively since they have had to embark into new territory, e.g. the provision of different training services for the units of production, i.e. they have come to identify with the needs perceived in the enterprises, especially small-scale units of production.

VTIs have been integrating new technical and educational methods and new instrumental and didactic resources into their tasks, and have been permanently updating their teaching staff, both at technical (introduction of new technologies) and educational level and with respect to their occupational backgrounds.

VTIs have been adapting to the changing production system, and diversifying their sources of funding, always with the a view to maintaining their autonomy.

PART THREE

CURRENT VOCATIONAL TRAINING ISSUES IN LATIN AMERICA IN THE EYES OF THE RESPONSIBLE PLAYERS

28th MEETING OF THE TECHNICAL COMMITTEE OF CINTERFOR, OCTOBER 1991, EXTRACT

(This meeting was attended by 118 participants from 25 countries of Latin America and the Caribbean and Spain)

The opening addresses focused on the modernization of production and the capacity of the training world to adapt and respond to the needs of the market. Various nuances of this idea were expressed in a number of statements. The Deputy Minister of Employment of Venezuela emphasized the changes necessary in workers' functions to increase Latin American competitiveness on the basis of the vocational skills of its workforce. The Director of the ILO Training Department highlighted the need to ensure both the quality and quantity of training provision, above all for the poorer sections of society and with respect to the continuing training of trainers; the rapid pace of technological change, he said, called for an additional education and training effort. More specifically, greater attention must be accorded to training methods - e.g. with more aggressive use of computer systems - determining real skilling needs, reinforcing relations between employers and workers and concentrating efforts on certain priority areas.

As well as reporting on activities accomplished and the new programming of activities, the conference also set up three workshops on the following themes: a) new vocational training policies, b) institutional adjustment in the face of new demands and c) international labour standards and vocational training.

ACTIVITIES ACCOMPLISHED

The Director of the Centre started off with a summary of the main issues in the region in recent years, e.g. the economic situation, the critical points of vocational training, new training scenarios, vocational training management, the restimulation of economic growth and the importance of the participation of the social players, technological progress and institutional transformation and the overall quality of vocational training. Vocational training and productive re-training became a focal theme of the conference.

Most recent activities included institutional cooperation in the Caribbean region and south America, the seminar on research in the field of vocational training in Brasilia, the information system linking up the various head offices with the Turin Centre, the ILO and other international agencies, the Inter-American Cooperation System in the field of distance vocational training and the Inter-American Vocational Training Competition in Cuba.

Both the Higher Course of Further Vocational Training and

the establishment of the Club of Experts are still planned for the future.

WORKSHOP ON NEW VOCATIONAL TRAINING POLICIES

The statement by the ILO representative, the facilitator of this workshop, stressed the need for an adequate response to the changes facing society. He emphasized the ILO's contribution to the promotion of individual skills and the provision of information and technical cooperation, a field in which the ILO implements 150 vocational training projects in 60 countries.

Policy matters have the greatest impact on the fields of ILO research and technical assistance, matching the growing influence of a changing environment on technical cooperation. Similarly, investment in human resources and the role of the market are regarded as key factors of economic success today. Governments should concentrate on what they are best at - infrastructure and education - and should refrain from promoting aspects, e.g. the operation of industrial enterprises, in which they are inefficient. A second key aspect of the ILO approach lies in the field of technical cooperation, based on the principle of self-sufficiency and consistent support for the implementing bodies, i.e. national institutions and specialized agencies.

In accordance with the process of change, the ILO intends to promote the efficacy of public vocational training

systems, in-company training, attention to the urban and rural informal sector, the reinforcement of national vocational training management skills and the promotion of training for women, young people, refugees and other disadvantaged groups.

The representative of the World Bank emphasized the relations between vocational training and the Latin American economic environment of the 1990s. Countries which have geared their economic growth towards exports and invested in education and vocational training have made economic progress. Increasing flexibility in the training of workers is a product of a policy promoting the access of workers to general training. Part of this policy also involves the definition of the role of government, the funding of training, the provision of skilling incentives for private employers, upgrading public training and the use of training as a complement to social cohesion programmes. These are areas which are requiring vocational training institutions to change, implying the reinforcement of continuing training and the development of new technologies for the training of adult workers. Training must be market-led and demand-oriented. Effective decentralization of programme control to adapt to local needs must be guaranteed by means of monitoring and evaluation to determine efficacy. Vocational training is faced with the challenge of delivering the skills required by the open and globally competitive economies of modern times.

The representative of the United Nations Development Programme (UNDP) described a new UN technical cooperation model aimed at generating national productive capacity and focused on priority areas such as the eradication of poverty, the environment, national resources management, the administration of management, technical cooperation between developing countries, technology transfer and the integration of women into the development process. These guidelines imply a new role for the agencies and new funding models which, combined with a better selectivity of projects, are designed to offset the increasing decline in funds earmarked for Latin America in the framework of technical assistance. On the basis of socio-economic statistics and indices, e.g. income and education, as a means of calculating criteria for assistance, UNDP projects prioritize human development.

On this point, participants expressed their concern about the policy governing technology transfer from the industrialized countries, the decline in resources for the Third World and the criteria used for the allocation of assistance on the basis of per capita income and a population count.

The ECLA* representative echoed the previous speakers and emphasized the priority of human resources development; she nevertheless pointed out that the traditional patterns of development in Latin America are no longer of any

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* see Annex of Institutions

value. In the framework of poverty, the economic crisis exists side by side with more plural and democratic forms of participation and social and political progress.
For this transition, ECLA proposes a so-called policy of "prductive transformation based on equity" which attempts to reconcile the aspirations of the region with reality. In the context of this policy, human resources are the only means of striking a balance between growth and equity; it is only thus that technology can be feasibly integrated into the development process. The main objective of this policy is the establishment of an integrated human resources training system with compatible and coherent educational, training, research and production sector promotion policies.

WORKSHOP ON INSTITUTIONAL ADJUSTMENT

The Director General of SENA*, Columbia, prefaced his presentation by highlighting the role attributed to vocational training by his country's new constitution. The new Columbian economic model with its openness, the restructuring of the production sector, the development of science and technology, the opening-up of the education system and the general modernization of the state, contains key points which have spilled over unto the organic development of SENA. Within SENA, the sectors of production participate in the decision-making processes and elements are promoted such as innovation, closer

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* see Annex of Institutions

relations between both sides of industry and integration of the formal education system and training institutions on the basis of a clear specification of the scope and differences of each sector and their complementarity.

In the light of these developments, SENA is redefining its role from a more global and modern point of view, extending its advisory and training activities to wider sections of society. Quality, productivity and openness towards national and international integration are the guidelines of SENA's relations with the various sectors of production.

In his statement, the representative from INCE*, Venezuela, referred to the globalization of economies and the search for equity among the factors leading to the restructuring of his Institute, a process which is part and parcel of the strategic orientation of the current Venezuelan economic model. INCE has updated tripartite participation, is now decentralized and has established regional civil associations with complementary sectoral institutes. In the framework of its restructuring process, INCE promotes an organizational culture of administrative transparency, above party politics, based on quality, planning and management control. Vocational training, dovetailed with development plans, is oriented towards the needs of the enterprises, prioritizing strategic areas and key production factors.

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* see Annex of Institutions

The Executive Director of INACA*, Chile, described the organizational changes of his vocational training agency. The National Service for Skilling and Employment (SENCE) authorizes, regulates and controls vocational training, entirely delegated to the private sector, i.e. the approx. 1 200 so-called "technical implementing agencies" (Organismus Técnicos de Ejecución - OTEs). The most disadvantaged groups, e.g. the unemployed, housewives and young people who are first-time job-seekers, are catered for by a grant system. The target is to train 100 000 young people in the years 1991-1993 with the assistance of funding from the Inter-American Development Bank with the OTEs as implementing bodies. The Chilean vocational training system is based on a tax exemption system, whereby firms acting as training deliverers may deduct up to 1% of their annual payroll; the INACAP, now administered by the employers' sector, still plays an overriding role.

INACA's statement was followed by comments on the conceptual error of the a priori assumption that the private sector was more efficient than the public sector. What is important, it was observed, are the results measured with similar yardsticks and the consolidation of the various systems in the course of time.

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* see Annex of Institutions

WORKSHOP ON INTERNATIONAL LABOUR STANDARDS AND VOCATIONAL TRAINING

The first presentation of this workshop was given by the Regional Advisor on ILO International Labour Standards who discussed above all aspects relating to definitions and operations. He started out by explaining the role of the International Labour Conference as the supreme body in this field and the ILO as an agency with the task of implementing international labour standards. These standards are formulated and approved on the basis of the criteria of universality - i.e. there must be a general need in the various countries - and maturity; the standard must be justified. The instruments generally used are Conventions and Recommendations. Ratification of an instrument is the responsibility of Member States and its national authorities. This process is supervised by a Committee of Enquiry. International labour standards may be binding, non-binding or promotional; the latter include standards relating to employment and vocational training policies. The Member States are committed to informing the ILO on the implementation of the standards and the ILO may react with a direct request or recommendation. Protests are received by the Committee of Enquiry. The Regional Counsellor closed his comments by calling upon the countries of the region to promote the improvement of labour relations, vocational training and all aspects improving human working activity in the framework of the International Labour Conference.

An employers' representative began his statement by reviewing international standards in the field of vocational training, among others relating to seafaring activities, discrimination at the workplace, employment policies, protection from unemployment, paid study leave and vocational training and guidance. These standards are linked to employment since vocational training is designed to enable people to find a job, improve their job level and keep their job. Discrimination at the workplace and equality in the development of human resources are the subject of labour legislation enshrined in the Declaration of Philadelphia on Human Rights. From a critical point of view, the employers' representative referred to the low number of ILO standards actually ratified by national governments. Between the alternative of adapting standards to realities or realities to standards, the speaker opted for the latter as a means of overcoming obstacles to the application of standards. The process of "de-ideologization" of societies, above all in Latin America, promotes a better understanding and the adoption of labour standards which seek a form of social justice oriented towards sustained progress with short-term results. The fact that standards should be adapted to the specific conditions of the various countries is a point seldom raised at the International Labour Conference due to the low number of Latin American representatives. CINTERFOR must become more active in its efforts to detect the reasons for the low number of ratifications.

With reference to vocational training institutions, the

employers' representative pointed out the advantages of rationalization, leading to greater attention to skilling needs, better links with the firms, employer participation and less bureaucracy in vocational training organizations and promotes institutional management criteria, thus increasing production and overcoming the resistance to change. Upgrading vocational training and its institutions implies the tripartite organization of management and deliberation bodies and a greater degree of professionalization of employers' and workers' representatives to ensure continuity in institutional management.

PART FOUR

NEW VOCATIONAL TRAINING POLICIES AND STRATEGIES IN LATIN AMERICA

J.C.Alexim, Director, CINTERFOR*

The economic and social crossroads: impact on training policies.

Latin America is currently going through a period of considerable change. All of these changes are directed towards the generation of different levels of adjustment of the economy to a new general pattern characterized by the following features:

- The coexistence of recessive constructural adjustment processes with the consolidation of democratic political models.

- Less state intervention in the economy and a drastic contraction of its functions and budget. Considering that the state has been the most important driving force of economic activity, the best investor, the most generous buyer and employer, these decisions imply a dramatic change in the logic of the economic scene. In the extreme, they imply the privatization of public enterprises and the transfer to the private sector of responsibily for an important set of

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* see Annex of Institutions

functions of social interest.

- Confrontation with an enormous foreign debt, contracted in a period of high supply, under exceptional facilities and to be paid back under the present circumstances of sharp economic recession. This fact is aggravated by continuing unfavourable terms of trade for traditional Latin American products. Countries are forced to make an exceptional effort to export their goods without the proportional return. The result is a dearth of resources for investment, precisely at a time when the need is decisive.

- A drastic opening-up of frontiers to international trade as a - dramatic - instrument to modernize the enterprises, considered very backward in terms of their facilities and organization of production. This effort is geared towards boosting productivity and quality, facilitating optimal integration in a context of an open economy with high levels of competivity.

- Flexibilization of work by the elimination of many regulations which governments and entrepreneurs regard as an obstacle to the new dynamics of the production process and the international economy. This implies the loss of benefits won by workers in the context of the logic of labour relations in the previous economic model.

This overall set of factors defines the general frame of reference determining a long chain of adjustments and transformations which are changing the rules of the game within an enormous spectrum of the life of our population. Latin America is a continent in transition!

As one can easily imagine, this process of change has meant a difficult time for vocational training. Traditional national vocational training institutions, VTIs, established at the time when the economic model of the substitution of imports was in full swing, have assumed the urgent need to creatively associate themselves with the economic, social and labour transformations which are even taking place in the traditional sectors of our countries.

The general objective remains the same: the promotion and development of the vocational training of workers in all sectors of the economy to foster economic development and contribute to an improvement of the living and working conditions of the population.

Policies and strategies are changing as a function of the new responsibilities and demands currently attributed to vocational training by political and economic circles in Latin American countries. Indeed, there are high expectations of the role of human resources as brokers to guarantee, on the one hand, an increase in enterprises' productivity and their capacity to compete on open markets, and to offer workers a better opportunity of

participating in the creation of wealth and enjoying its benefits, i.e. by promoting equity and social justice, on the other. Certain circles are experiencing the risk of the educational illusion, which is why it is expected that general skilling will necessarily trigger an increase in economic activity, competitivity and employment.

Finally, vocational training in Latin America has begun to match governmental economic programmes, above all with respect to the following specific fields of activity:

- the process of rationalization and the privatization of state enterprises requires the continuing training of employees remaining on the job and the re-training of the staff made redundant. There is little experience of this institutionally and the emerging situation requires new forms of action and a great deal of agility. A support group should participate in the entire restructuring process from the very planning stage to establish the skilling programme at the appropriate time.

  The introduction of new technologies calls for the flexibilization of the labour market and at the same time jobs are requiring higher educational standards, implying major risks of unemployment for the adult population and major difficulties in creating new jobs.

- The majority of the working population is composed

of young people with little experience and inadequate schooling to gain access to an increasingly selective labour market. This group represents a drastic challenge for vocational training.

- There is political awareness of the need to improve women's opportunities of participating in economic activity as a means of guaranteeing equality for women in national life. This implies new demands on the skilling system, regarded as an indispensable instrument in this field.

- The so-called informal or non-structured sector of the economy continues to swell with no concrete solution in sight to reduce its impact on the economy and labour organization. Alongside the considerable heterogeneity of this group, which makes the adoption of undifferentiated general policies impossible, there are the problems of marginality and precariousness with respect to social legislation.

Towards new institutional strategies

To confront this complex situation of pressures and demands, vocational training is applying important adjustments and changes to its action strategies:

- In the 1970s, many countries sought to set up tripartite national vocational training councils with the participation of governmental, employers' and

workers' representatives as inter-institutional bodies, seeking to pool the efforts and will of various sectors of the country with any interest in the subject. These councils however had little success. Some never saw the light of day and others had become ineffective after only a few years.

The present strategy consists of transforming the councils of the institutions into vocational training governing councils at national level. Along the same lines, the implementing agencies, such as the centres and other operative facilities, are entrusted to the private sector, thus reinforcing the regulatory role of these councils and extending the direct responsibility of the enterprises and communities in the implementation of training.

In many cases the councils already had this regulatory function by law, but it was only assumed within the institution itself.

This new strategy corresponds to the concept of decentralization and privatization of many public functions in the social sector. Many activities have been transferred to regional, sectoral and private organizations, with a mere handful of functions remaining in the hands of central government, e.g. international and institutional relations, policy formulation, certification, strategic planning, administration and financial control and general coordination.

VTIs show considerable interest in the increasing impact of technology on the economy and the world of work. Traditional permanent vocational training centres are being transformed into generally sectoral technological centres, providing not only training programmes for specialized technicians, but also other complementary functions as services geared to the firms. These new functions include technological information, technical assistance in response to various demands - management, organization, finance, marketing, etc. - applied research upon the request of the company and counselling and consultancy in general subjects.

These activities should be linked up with skilling - which is not necessarily always the case. These new functions meanwhile serve to forge closer links with the firms, facilitating a better match of programmes, job opportunities for those leaving the various programmes and updating training of trainers.

The technological centres represent an important development in the vocational training arena and moreover constitute the strongest link with the mainstream education system. These centres, highly committed to the new productive structure, offer curricular flexibility, agility in relations with the firms and have adopted quality control.

- The VTIs are seeking ways and means of adjusting their organizational culture to the changing times.

Although established on the basis of the experience of enterprises - SENAI, Brasil, was set up in 1942 along the lines of the state railway company in Sao Paulo, which in turn had followed the German model - the VTIs were gradually becoming "schoolish" and removed from practice at the workplace; their administrative and technical staff were assuming a civil service profile and the institutions were showing certain signs of inflexibility.

The present efforts are aimed at breaking the unmalleable administrative and operative structures. The global strategy, part and parcel of decentralization and the transfer of responsibilities, is pressurizing the internal structures and facilitating administrative reform. Policy is also changing on the trainer side, notably in that a higher proportion of trainers linked to industry are being recruited. In some cases the training of the staff, particularly trainers, is one of the functions remaining in the hands of the central unit. In the new design, alongside the redistribution of trainers as part-time and full-time trainers, a schedule for the use of trainers' time is drawn up, including slots for technical and educational preparation, technical assistance to firms and direct training and skilling of workers.

- Historically, VTIs have developed an important set of methodological, technological and operative mechanisms and instruments, generated within the context of a very different concept of mainstream

education. Vocational training maintains crucial links with the world of work and production, from which it derives its motivation and training logic. Work simulation is regarded as methodology, and the training value of work in itself is recognized.

Current trends are reinforcing these concepts. More specifically, in-company training is gaining significance and various alternatives have been reactivated, including traditional apprenticeships involving alternance and, more specifically the dual system, recommended in the framework of German technical cooperation.

Specialized national institutions are not the only bodies responsible for vocational training, but individually they are the most important agencies given their capacity to respond to differentiated demand and their accumulated technical resources. Their financial mechanism, based on an obligatory levy on enterprises calculated as a function of their payrolls, offers them considerable stability and the potential capacity to respond to emerging demands.

With the new strategies, these resources are beginning to constitute powerful instruments of coordination and liaison with the firms, other non-governmental bodies and regional and state agencies. In some cases collaborating centres - recommended within the context of Spanish technical cooperation - are being established as operative units outside VTIs, receiving their financial and technical assistance on the basis of cooperation

agreements, and in return having to demonstrate the quality of their training processes.

The ministries of employment, for their part, have units at their disposal with responsibility for skilling programmes, implemented either directly or using stimulation mechanisms, with which they administer specific policies. The ministries are above all involved in problems of unemployment and aids to the most disadvantaged sectors of society in the framework of remedial programmes.

Responses from the social players

The enterprises are also becoming more involved in the preparation of their human resources. Large-scale firms have in fact been traditionally active in this field. The reason for their involvement lies in the need to adopt and introduce technological packages; the purchase of complex installations virtually always implies an additional skilling effort. Large-scale firms are also particularly concerned with middle and top management.

Small-scale firms are already highly dependent on incentives and direct aids. The establishment of SENAI in Brasil in 1942 was largely due to the difficulties encountered by small firms in establishing individual skilling programmes. A governmental decree gave them responsibility for this task, but suggested that they should join forces to benefit from the economy of scale;

SENAI was the appropriate response in this context.

The most economically challenged sectors of society are basically catered for by non-governmental organizations and the government whose programmes are geared towards community development with participatory approaches and operational flexibility.

Finally, many private skilling agencies focus on training candidates for specific jobs and direct continuing or updating training of workers already in employment; they generally cater for tertiary jobs and management development.

In recent years the trade unions have been seeking to extend their participation in decision-making on vocational training policies/programmes and in some cases already they run their own training establishments. Although still insignificant in number, the trend points to a substantial increase in these training establishments in the near future.

The training agency arena is therefore comprised of specialized institutions, enterprises, NGOs, various governmental agencies, specialized private consultants and trade union bodies.

Activities in the high-tech field shall perhaps be a successful area for vocational training. Managers and technicians shall be the main objective, as opposed to the

traditional skilled workers. Pre-vocational training is losing momentum to further training for workers already integrated into the labour market.

The informal sector shall nevertheless remain the most dramatic challenge. With rare exceptions (SENA, Columbia, SECAP, Ecuador, INCE, Venezuela, INA, Costa Rica, among others), VTIs are indicisive in confronting this problem. This is largely due to the fact that they were created on the basis of structured enterprises which are their sources of funding. The informal sector has meanwhile become a growing reality, offer the only prospect of work for millions of workers. Its heterogeneity calls for differentiated strategies. The most disadvantaged sectors are cared for by governments, NGOs and international agencies. However the sum total of all the actions does not cover the needs. The vast majority of initiatives are still experimental in character. Some rules are beginning to gain consensus status, e.g. the participatory approach and inter-institutionality, particularly links between financial assistance and training. The VTIs have realized that they should not assume this task without liaising with other specialized agencies.

Relations with the world of work are considered essential for vocational training. This interaction assumes many and varied forms. Historically, vocational training took the nature and logic of production as a frame of reference for the design of the educational process. Work experience in a real working situation is an essential part of the

learning process. The educational value of work in itself is recognized and in return vocational training is considered as a component of the production process. This relationship is reflected institutionally in various bodies - at the top level, in the Consejos Directivos or Juntas (management boards), almost always tripartite. Vocational training is perhaps the institutional field most closely integrated into this principle recommended by the ILO. Although the composition of these boards may vary in terms of the number of representatives and the participation of specific governmental sectors or other national forces, the principle of tripartism is observed in a majority of cases in the region. This however does not always mean equal representation between the three parties - the employers' side is sometimes predominant. Considering the present deregulation philosophy of the governments of the region, employers are being encouraged to adopt a position of hegemony, as can already be observed within SENEC and SENAI, Brasil, INACAP, Chile, the Mexican system and INFOCAL, Bolivia.

Alongside the management boards, many vocational training institutions have set up committees with different profiles and compositions with the aim of channelling collaboration within strategic sectors, e.g. the economy and employment, into the definition of the programme of activities and alignment with the enterprises.

Trends in training organization

Training strategies are characterized by the tradition of alternance between the establishment and industry, considered to be the optimal form of vocational training. However it has not always been possible to establish the satisfactory linkage between these two spheres. Apprenticeship programmes go back to the very origins of vocational training institutions. Designed to provide initial training for young people aged 14-18 (this criterion being flexible) to facilitate labour market entry in occupations commonly found in a wide range of economic sectors, they envisage a balanced and linked combination of training phases in a vocational training institution and training and work experience phases on the job. Varying in duration from 2 -3 years, they may correspond to different levels of general education. At the moment the so-called dual system, a German model, is gaining momentum within the context of technical cooperation with Germany. Experience with the dual system has been both positive and negative since this system is still being "broken in" to regional realities. VTIs shall continue to insist on the principle of linked work and training as a basic characteristic of vocational training.

On the other hand, distance learning is receiving increasing attention; the aim in this context is to extend services to groups with formal difficulties in gaining access to permanent centres. There is nevertheless a consensus that distance learning must be linked up with

attendance of the traditional type of training programme, reinforcing the multimedia strategy. As for the modular approach, it has not yet become widespread; its application is very limited although the reasons for its failure to expand have not yet been determined.

The introduction of information technology to economic production is a key subject area for vocational training and virtually all VTIs have introduced computer training courses into their programmes. However very little experience has been gained in the computerization of education. In the technological centres the use ofthe computer is customary when it is part of the tasks of the occupation in question.

Funding

Vocational training in Latin America is basically funded from two sources:

- governmental resources, either directly from the budget, or via fiscal incentives, in the form of certain tax deductions;

- resources from the enterprises, either directly in the implementation or contracting of courses, or as a compulsory contribution to VTIs.

The principal source of funding is the compulsory levy, established by governmental decree and calculated on the

basis of firms' payrolls, ranging from 1%-2%, in some cases only applicable to firms with a workforce of 5+. The argument in favour of this compulsory levy is based on the acceptance of the employer's responsibility for the preparation of the necessary human resources required by the economy and the perception of vocational training as a production cost centre in that it decisively contributes to the definition of productivity levels. It is recognized that it is the state's task to ensure the development of the necessary human resources to achieve national progress and establish the basic conditions to match workers' opportunities with their skills, aspirations and rights to equity - but the operationalization of this task is transferred to the private sector.

The propriety of this wage-related levy has been called into question by certain schools of economic thought, above all on the grounds that it may demotivate employers to use the labour factor. However this effect has not been historically substantiated. Studies on the subject failed to differentiate between the various, sometimes excessive, taxes and levies on salaries. From this point of view and in the eyes of this school of thought, funding is regarded as a tax. It is perhaps for this reason that the various countries and VTIs have tried to diversify their sources of funding. The tax incentive approach, previously valid in Brasil, has been withdrawn. It remains effective, but to a very limited extent, in Venezuela and Argentina. However,it is in Chile that this system is widest in scope. Whereas in the 1970s, the compulsory levy accruing

to INACAP was withdrawn, the tax incentive, known as a tax exemption, was introduced. To administer the receipts from this tax, SENCE was set up to contribute to an improvement of the functioning of the labour market by promoting and supporting vocational training. By means of this system, the firm may be exempted from part of the tax payable to the government if it is uses these funds for its own training effort, subject to conditions regulated by SENCE and within the legal limits, again a proportion of the payroll. In this case, the higher the payroll, the higher the deduction.

SENCE, set up as a decentralized agency under public law, liaises with the government through the ministry of employment. As recognized by SENCE itself in one of its own documents, the application of the exemption system raises a number of problems. A careful design of final subsidies and regulatory instruments is necessary to ensure equality of opportunity, adequate coverage of demand and the quality of the service rendered.

In the two funding alternatives, the final cost, in the final analysis, is borne by society as a whole and the only difference is the point of impact: one is taken from the general budget once all the taxes have been collected and the other results from a direct transfer from the economic agents on behalf of the consumers.

Attempts to diversify sources of funding have so far failed to produce significant results.

Enrolment fees are only directly paid in the case of certain high-level training courses guaranteeing profitable jobs. A handful of VTIs use this practice in limited cases. The enterprises pay for services they consider necessary and which provide immediate results. Although large-scale companies effectively channel financial resources into training, small and medium-sized enterprises have considerable difficulty in doing so in the absence of incentives or technical aids.

VTIs have recently been adopting an internal form of incentive for companies directly involved in training activities. By special agreement, firms are partially exempted from the compulsory levy, whereby the right to the technical supervision of the programmes and the evaluation of their results is generally reserved.

Perspectives

In conclusion, the main fields of interest to vocational training in Latin American countries are as follows:

1. There is an awareness of the need to review policies, strategies and programmes to cater for the new needs of the economy and effectively match the aspirations of the population.

2. An increasing attempt is being made to apply the principles of operational decentralization and the functional involvement of both public and private

agencies at provincial and municipal level and the social players directly involved in vocational training.

3. On the other hand, it is necessary to consolidate central governing bodies, with stimulative, linkage and strategic support functions.

4. With the restructuring of the economy and the introduction of far-reaching technological change, there is a considerable demand for high-level vocational training from VTIs. International support is indispensable as a result of the process of technology transfer itself.

5. The so-called informal or non-structured sector represents a challenge to governments and remains an open question for VTIs. The ILO recommends the adoption of measures to increase the job creation capacity of this sector and simultaneously increase the productivity, income and the welfare of both producers and workers, as well as seeking to upgrade the quality of legal and social protection. Governments tend to launch remedial programmes, such as emergency funds/fronts and fiscal and credit stimuli. Similarly, they pressurize VTIs to channel resources and services into this sector. VTIs with a greater degree of governmental participation are therefore more involved in this field.

6. The creation of permanent jobs, i.e. jobs which are productive from the point of view of the enterprise and profitable from the point of view of the worker, is currently a clear and conscious concern of vocational training agents. However, apart from a few exceptions, none of the various countries has drawn up a plan for the promotion of national employment, above all with consideration to the nature of supply, i.e. women, young people with low levels of schooling and, more recently, breadwinners displaced by the process of technological change; Special programmes catering for these specific groups are generally linked to incentive and international funding projects.

7. The funding of vocational training follows the traditional model: a percentage of the payroll. Attempts to diversify sources of funding have come up against many constraints: payment of services by the users is selective and tends to favour those who can afford, as opposed to those actually in need of training. The levy as a percentage of company productivity requires additional accounting audits and is a highly complicated accounting calculation. VTIs, on the other hand, are gradually adopting a partial contribution exemption mechanism as a stimulus and a means of operative decentralization.

In the entire region there are few countries which apply a different strategy: one country leans heavily on the

incentive of tax deduction as a source of funding; in two countries the national treasury is the only source of funding; in another country the skilling of workers is entirely in the hands of private initiatives, although with legal obligations; in another two countries, vocational training is in the process of institutionalization and the financial configuration of the system has not yet been defined.

Finally, this is a time of sweeping change in the development of vocational training in the region. All Latin American countries are attempting to adapt their technical resources and services to the new needs imposed by efforts to place the economy within a context of internal efficiency and competitiveness. Vocational training must respond to a wide spectrum of expectations, ranging from those of skilled professionals to the masses marginalized from the immediate benefits of national progress.

ANNEX OF INSTITUTIONS

N.B. This is an inexhaustive list of institutions whose main responsibility lies in the field of vocational training in various countries of Latin America and the Caribbean.

The purpose of this list is to provide the reader with initial contact addresses in each country. Those interested may also consult the first address indicated, the Inter-American Research and Documentation Centre on Vocational Training, a regional programme of the ILO, which is becoming a key source of information and references; it heads the list.

CINTERFOR/ILO
Inter-American Research and Documentation Centre on Vocational Training
Avenida Uruguay 1238
Casilla de correo 1761
11000 MONTEVIDEO
URUGUAY
Tel: 920557-920063-986023
Fax: 921305
Telex: 22573

ARGENTINA

CONET
Ministerio de Educación
(address not available at the close of edition)

BAHAMAS

N.T.C.
Ministry of Education
P.O.Box 14-3913
NASSAU

BARBADOS

National Training Board
Culloden Road
ST. MICHAEL

BOLIVIA

INFOCAL
(Instituto Nacional de Formación y Capacitación Laboral)
LA PAZ

BRASIL

Ministry of Education
Esplanada dos Ministerios
BRASILIA D.F.

Dept. of Vocational Training
Ministry of Employment and Social Security
Esplanada dos Ministerios - 70. andar
BRASILIA D.F.

SENAI
(Servicio Nacional de Apprendizagem Industrial)
Av. Nilo Pecanha 50, 29 andar
RIO DE JANEIRO

SENAC
(Servicio Nacional de Apprendizagem Comercial)
Rua Dona Mariana 48
Botafogo
RIO DE JANEIRO

COLUMBIA

SENA
(Servicio Nacional de Aprendizaje)
Calle 57 Carrera 8a
BOGOTA

COSTA RICA

INA
(Instituto Nacional de Aprendizaje)
Apartado postal 5200
1000 SAN JOSE

CHILE

SENCE
(Servicio Nacional de Capacitación y Empleo)
Huerfanos 1283
SANTIAGO

INACAP
(Instituto Nacional de Capacitación Profesional)
Chesterton 7028
SANTIAGO

ECUADOR

SECAP
(Servicio Ecuatoriano de Capacitación Profesional)
QUITO

EL SALVADOR

INSAFORP
(Instituto Salvadoreño de Formación Profesional)
Ministerio de Trabajo
2a Av. Norte
SAN SALVADOR

GUATEMALA

INTECAP
(Instituto Nacional de Capacitación y Productividad)
Calle Mateo Flores 7-51
Zona 5
GUATEMALA

GUYANA

Board of Industrial Training
Ministry of Labour
GEORGETOWN

HONDURAS

INFOP
(Instituto Nacional de Formación Profesional)
Miraflores
TEGUCIGALPA

JAMAICA

Department of Vocational Training
Ministry of Youth and Community Development
12 Ocean Boulevard
KINGSTON

MEXICO

Dirección General de Centros de Capacitación
Secretaria de Educación Pública
Parroquia 1049
Santa Cruz Atoyac
MEXICO D.F.

ICIA
(Instituto de Capacitación de la Industria Azucarera)
Dante 20-6 Anzures
11590 MEXICO D.F.

ICIC
(Instituto de Capacitación de la Industria de la Construcción)
Periferio Sur 4839
MEXICO D.F.

NETHERLANDS ANTILLES

FEFFYK
(Fundashon pa Edukashon y Formashon di Fishi y Kapasitashon)
Curaçao

NICARAGUA

INATEC
Centro Civico - Modulo U
MANAGUA

PANAMA

INAFORP
(Instituto Nacional de Formación Profesional)
PANAMA

PARAGUAY

SNPP
(Servicio Nacional de Promoción Profesional)
Avda. Molas Lopez y 5a
ASUNCION

PERU

SENATI
(Servicio Nacional de Adiestramiento en Trabajo Industrial)
Autopista Lima-Ancon Km. 15.200
San Martin de Porras
LIMA

SENCICO
(Servicio Nacional de Capacitación para la Industria de la Construcción)
Av. Canada 1568
San Borja
LIMA

DOMINICAN REPUBLIC

INFOTEP
(Instituto Nacional de Formación Técnico-Profesional)
Respaldo 8 Ensanche Miraflores
SANTO DOMINGO

SURINAM

Foundation for Labour Mobilization
Difoe Str. 58
Geyersvlijt
PARAMARIBO

TRINIDAD & TOBAGO

National Training Board
Ministry of Education
18 Alexandra Street
St. Clair
PORT OF SPAIN

URUGUAY

Ministerio de Trabajo y Seguridad Social
Juncal 1511
MONTEVIDEO

UTU
(Universidad del Trabajo del Uruguay)
San Salvador 1674
MONTEVIDEO

VENEZUELA

INCE
(Instituto Nacional de Cooperación Educativa)
Avda. Nueva Granada
CARACAS

A SELECTIVE BIOGRAPHY ON VOCATIONAL TRAINING IN LATIN AMERICA,
drawn up by the CINTERFOR documentation service

ALEXIM, J.C. - Las nuevas fronteras de la formación profesional.
Lima, ILO Regional Office for the Americas, 1991, 32p.(critique and reports).
This study shows that vocational training is currently gaining a privileged position in the social consensus of the countries of the region. Governments, employers' and workers' associations recognize vocational training as a strategic component of the restructuring of employment within the framework of a new economic model. Alexim's study provides information on a Latin American vocational training model which despite certain differences in a number of countries, has common features, making it one of the most succesful educational endeavours in the region. This model, which has emerged from the establishment of specialized national vocational training institutions, has the following characteristics: independence from the general education system, administrative independence from the state, generally linked to ministries of employment, funding guaranteed by legislation, with a compulsory payroll-related (generally 1-2%) levy on the enterprises, generally administrated by tripartite boards. The study concludes by stating that the development of vocational training in the region is currently going through a phase of major transition. All Latin American countries are attempting to adapt their technical resources and services

to the new needs imposed by efforts to make the economy internally efficient and competitive. Vocational training must therefore respond to a wide spectrum of expectations, ranging from those of skilled professionals to the masses marginalized from the immediate benefits of national progress.

ANDRADE,A. Cabral de. - Problemas y perspectivas de los programas de educación-producción: algunas reflexiones. Montevideo, CINTERFOR, 1987 (Estudios y monografías, 72). Paper presented at the Havana seminar on vocational training systems at the workplace and experience in the field of linked work and training in 1987. It includes various aspects of linked work and training and related concepts, problems, potentials and experience in this field in Latin America and the Caribbean.

ARBOLEDA GONZALEZ, J.U.; CALDERON HERNANDEZ, G. - La formación profesional en los sectores populares. Montevideo, CINTERFOR, 1989, 81p. (Estudios y monografías, 74).
This study links up two important subject areas, i.e. training for the masses and the quality of this training. It outlines the design of a quality training system with its corresponding concepts and proposes a special model to cater for this sector of the population.

BARBAGELATA, H.-H.- La formación en el sistema de las normas internacionales del trabajo: la actuación de CINTERFOR.
Montevideo, CINTERFOR, 1991. 36p.
This document examines in summary form the extent to which vocational training is involved in and related to the system of international labour standards of the International Labour Organization. The final chapter makes specific reference to CINTERFOR actions in the framework of the dissemiation and respect of international labour standards of the countries of the region in which it operates.

BARBAGELATA, H.-H. -El tripartismo y la formación profesional en América Latina.
Montevideo, CINTERFOR, 1980, 157p. (Estudios y monografías, 53).
This study discusses tripartism and vocational training in Latin America from the angle of the perception of training in Latin America. It provides a number of details on participation in this field and attempts to present the legal framework of interactions in schematic form, considering the corresponding legal and regulatory constitutional provisions and, in particular, legislation on human resources policy, vocational training institutions, apprenticeships for minors, in-company training and the various forms of vocational training funding.

ECLA, Transformación productiva con equidad: la tarea prioritaria del desarrollo de América Latina y el Caribe en los años noventa.
Santiago de Chile, 1990, 185p.
This document presents a synoptic version of the main conclusions to be drawn from the economic crisis of the 1980s, along with a proposal for the development of Latin American and Caribbean countries in the 1990s and beyond. This proposal is based on the transformation of regional production structures into a framework of progressive social equity. It introduces and summarizes the main ideas and analyses the initial environment, noting a loss of dynamism, macroeconomic imbalances, regressive adjustment, a weakening of the public sector and a decline in investment.

ECLA/UNESCO. Educación y conocimiento: eje de la transformación productiva con equidad.
Santiago de Chile, 1992. 269p. (LC/G. 1702/SES.24/4).
This document formulates a strategic proposal to make education and knowledge the keystone of the transformation of the production system on the basis of equity. It identifies and examines a series of policies permitting the implementation of this idea and estimates the necessary degree of human resources. The proposal stems from various initiatives already under way in the countries of the region which serve as examples. The objective of this strategy is to contribute to the creation in the next decade of educational and skilling conditions permitting integration into scientific and

technological progress and thereby the transformation of the production structures of the region in a framework of progressive social equity.

CINTERFOR. La cooperación técnica en la formación profesional: manual.
Montevideo, 1988. 91p.
A handbook on the organization of technical cooperation agencies and their operationalization mechanisms, with information on the funding of actions implemented in the vocational training field.

CINTERFOR. Empleo y capacitación de jóvenes en América Latina: situación, perspectivas y políticas alternativas.
Montevideo, 1988. 201p.
A compilation of a series of studies by experts in the field of the employment and training of young people in Latin America with the corresponding resolutions adopted by the 72th International Labour Conference of the ILO in Geneva.

CINTERFOR. La formación profesional en el umbral de los 90: un estudio de los cambios e innovaciones en las instituciones especualizadas de América Latina.
Montevideo, 1990. 2v.
This document examines the emergence and subsequent development of vocational training institutions in Latin America, including the educational context, economic adjustment and the reorganization of production, policies and plans, management and decision-making, technical and

educational methodology, funding policies and a synoptic table of Latin American vocational training institutions.

CINTERFOR. Seminario Internacional sobre Formación Profesional Comparada en América Latina.
Sao Paulo, Brasil, 1984, Informe. Montevideo, 1985. 2v. (Informes, 127).
The objective of this international seminar on comparative vocational training in Latin America in Sao Paulo, Brasil, was the analysis of the status of vocational training institutions in ten Latin American countries by their directors, the seminar participants. This analysis was conducted as a function of the success achieved in reaching certain goals set as part of the profile to which vocational training in the region aspires. The reports presented and the subsequent debates served to pinpoint the state of progress of vocational training institutions, as well as the difficulties, problems and solutions encountered and the various options selected to permit an overall exchange of experience. The perspectives opening up for the future and how they should be tackled by the various vocational training institutions were also examined.

CINTERFOR. Seminario sobre Estragias de Formación para el Sector Rural, Brasilia, 1988.
Report. Montevideo, 1989. 162p. (Informes, 137).
The seminar endeavoured to identify the success, progress and difficulties encountered by vocational training institutions in training activities for the rural sector

and examined the most significant and innovative strategies and methodologies tested in the field of rural vocational training in the countries of the region.

CINTERFOR. Seminario sobre Formación y Actores Sociales: participación para la reactivación económica y el empleo, Montevideo, 1987.
Report. Montevideo, 1987. 204p. (Informes, 131).
A report on a seminar on training and social players whose objective was to analyse the role of vocational training in the reactivation of the economy and employment in region. The employment crisis and the social players involved within the context of training were also examined, as well as their impact on and relevance to the tasks of vocational training institutions. A critical analysis was conducted of the world of work as currently found in the region and the context surrounding and guiding the training arena.

CINTERFOR. Seminario sobre Programas para el Sector Informal Urbano y las Microempresas, Caracas, 1988.
Informe. Montevideo, 1991. (Informes, 143).
A report on a seminar to evaluate the experience of vocational training institutions in implementing skilling programmes targeted towards the development of the informal urban sector and the microenterprise in the region with a summary of various strategies of the actions and experiments carried out in this field.

CINTERFOR Seminario sobre Sistemas de Formación

Profesional en la Producción y Experiencias en la vinculación de la Educación con el Trabajo, La Habana, 1987. Informe.
Montevideo, 1989. 135p. (Informes, 135).
The objective of this seminar on vocational training systems in the production and experience of linked work and training was to create a forum for an exchange of ideas and experience among representatives of the participating vocational training institutions involved in training at the workplace, consisting of modalities of collaboration between the institutions, training centres and firms.

Coloquio Regional sobre la vinculación entre la Educación y el Mundo del Trabajo, Caracas, 1985. Informe Final
Santiago de Chile, UNESCO/OREALC, 1987. 316p.
This report on the regional colloquium on the links between education and the world of work organized by the UNESCO Regional Education Office for Latin America and the Caribbean (ORELAC) includes a number of final proposals on educational research, policies and activities and a summary of the proceedings of the working parties on the various themes of the colloquium. It includes papers presented by the participants in the following areas: labour mobility, technological change, the right to work and knowledge; the impact of technological innovation on employment and vocational training; technological innovation, productivity and occupational skills: a case study in the dairy industry; technological innovation, skilling and employment, technological change and skilling

in rural areas; non-formal education and technologies in small agricultural holdings: ideas for discussion; vocational and occupational re-training of workers in a context of crisis; a linked work and training experiment at the "El Progreso Kami Ltd." mining cooperative, Bolivia; changes in the world of work and their impact on education; general considerations on education for work in Venezuela; technological and organizational changes in the world of work and their impact on educational and skilling programmes; education for work at the level of basic education in Venezuela.

CORVALAN, A.M. -El financiamiento de la educación en período de austeridad presupuestaria.
Santiago de Chile, UNESCO Regional Education Office for Latin America and the Caribbean (OREALC), 1990, 147p
This study shows the extent to which the severe budgetary restrictions have hit the educational sector in the majority of Latin American and Caribbean countries in the course of the past decade, in parallel with an increase in social demand for the benefits of a sound education. The study served as a basic document for the conference on the impact of the crisis on the funding of education in Santiago de Chile in 1990. It structures the ideas put forward at this event, not so much as a record of the proceedings or as an attempt to present results in terms of consensus, but to highlight the diversity of positions, subjects, approaches, etc. aired at the conference which, along with the results of various studies, research or reflections presented at previous events with similar

objectives, give an idea of the present situation and the strategies to be adopted in the various countries as a function of their specific realities. The starting point of these considerations is recognition of the fact that limited financial resources have been and shall remain one of the central characteristics of the desgin and application of public policies in this field.

CHANG, L.- Innovación tecnológica: desafío para la formación profesional.
Montevideo, CINTERFOR, 1987. 122p. (Estudios y monografías, 70).
A monograph on technological innovation and its implications for vocational training. Given the close. links between vocational training and employment, it also analyses the main repercussions of technological innovation at the level of the labour market and puts forward ideas, concepts and analyses on the implications of this overall situation for Latin American vocational training systems.

CHANG, L.- Necesidades prioritarias d formación y actualización técnica de los instructores de las instituciones de formación profesional del Istmo Centroamericano y República Dominicana.
San José de Costa Rica, INTAFOP/ILO, 1988. 74p.
This study constitutes a preliminary phase to the implementation of the INTAFOP/ILO project on technical continuing training of trainers at institutions in the Central American Isthmus and the Dominican Republic, in

collaboration with the ILO International Training Centre in Turin, Italy and the Inter-American Research and Documentation Centre on Vocational Training (CINTERFOR). The purpose of the document is to develop specific training and contiuining training programmes for trainers in technical fields which are priority areas for the economic development of the countries concerned and offer a solution to the economic crisis. The study confirms the need for vocational training institutions to review their policies, strategies and modalities of action to match the demand already to be found at the level of the production process in terms of the training and development of human resources as a consequence of the economic and social measures which are being applied both explicitly and implicitly in the countries of the sub-region, as well as the introduction of new hard and soft technologies at the workplace.

DUCCI, M.-A. - Formación profesional: via de apertura. Montevideo, CINTERFOR, 1983, 102p. (Estudios y monografías, 61).
This study gives an overview of recent developments in vocational training in Latin America and the Caribbean and trends emerging in the near future. Its immediatie purpose is to provide a source of succinct and updated information on the diagnosis and design of vocational training in the region.

DUCCI, M.-A. - Proceso de la formación profesional en el desarrollo de América Latina: un esquema interpretativo.

Montevideo, CINTERFOR, 1979. 135p. (Estudios y monografías, 44).
This document is intended as a basis for reflection on subjects such as the development of structures, processes and criteria guiding vocational training institutions in the definition of their fields and modalities of action, foreseeable medium-term trends and changes, the responsibilities vocational training institutions shall be faced with in the years to come in the context of the educational, employment and social policies of their respective countries and the decisions they shall have to confront to meet these new challenges.

GARCIA, H.; BLUMENTHAL, H. - Formación profesional en Latinoamerica.
Caracas, ILDIS, 1987. 269p.
This document outlines the development of vocational training and its perspectives, a field which at times differs and is sometimes even contradictory. On the basis of the reflections of technicians, workers, etc., it gives a detailed discussion of the formulation of consistent policies for the implementation of vocational training, which should cover regional perspectives of economic growth and be autonomous to ensure their implementation.

KALIL, N.L.; CLAUSSEN, M.E. - Planeamiento de la formación profesional: un modelo pedagógico.
This study presents vocational training from a systematic angle, on the basis of an analysis of the elements of the teaching/learning process within a global context with the

aim of achieving a maximum involvement of learners and full utilization of available resources.

LA BELLE, T.J. - Non-formal education in Latin America and the Caribbean. stability, reform or revolution?
New York, Praeger, 1986. 367p.
This study reviews the main trends of non-formal education programmes for the poor adult population of Latin America and the Caribbean in the 1970s and 1980s. It defines the concept of non-formal education, considering the programmes from the perspective of change and their application strategy and questions the viability of efforts to promote the welfare of the poor. It identifies routes on the basis of which elaborated programmes can contribute to the implementation of a project and organize its objectives. It shows how the discussion of activities catering for this target groupy revolves around the relationship between the rhetorical programme and reality.

MIDDLETON,J.; ZIDERMAN, A.; ADAMS, A. van. - Vocational and technical education and training.
Washington, The World Bank, 1991, 83p.
The objective of this document is to present an approximate design of training policies to assist corresponding policy designers to elaborate strategies offering the skills necessary for economic development and to promote the labour market integration of the poor and disadvantaged strata of society. The key aspects of this proposal are as follows: reinforcement of primary and secondary education by promoting the private training

sector, tightening the effectiveness and efficiency of public sector training and utilization of training as a complement on the same level as stragegies to be applied.

RAMIREZ GUERRERO, J. - Opciones estratégicas para la formación profesional en el sector informal urbano. Montevideo, CINTERFOR, 1988, 58p. (Estudios y monografías, 73).
This study gives practical guidelines on vocational training in the informal urban sector, addressed to those facing the challenge of designing and implementing training actions at this level. It indicates a range of strategies for action in this field.

REIMERS, F. - Deuda externa y financiamiento de la educación: su impacto en Latinoamerica.
Santiage de Chile, UNESCO Regional Education Office for Latin America and the Caribbean (OREALC), 1990, 221p.
This study analyses the impact of Latin America's foreign debt on public spending in the educational sector. It focuses on the links between the series of public educational spending and the series of external public debt in the years 1970-1985. The study starts out from the assumption that the choice of public policy options, including the budgets earmarked for education, is made within a framework of constraints. It goes on to provide evidence on the degree to which foreign debt constitutes a constraint to the scope of Latin American governments' educational policies. A summary of the conclusions of the study is given, its implications are presented and areas

of action proposed for Latin American governments with the aim of reverting the negative impact of external debt on the development of education.

RETUERTO, E. - Determinación de necesidades de formación profesional.
Montevideo, CINTERFOR, 1983. 110p. (Estudios y monografías, 60).
A handbook with instruments for the elaboration of information as guidelines for research on the determination of vocational training needs in Latin America. It includes a critical analysis of the most common methodolical approaches in the region and a proposal for the elaboration of an integral methodology. It includes a model and methodological guides.

Reunión Técnica de Consulta sobre el Ajuste Estructural y el Desarrollo de los Recursos Humanos, San José de Costa Rica, 1990.
Informe final.
San José de Costa Rica. INTAFOP/ILO, 1990. p.v.
The final report of a technical advisory meeting on structural adjustment and the development of human resources in the framework of the INTAFOP/ILO project with the following objectives: examination of the development of structural adjustment processes in the countries of the Central American Isthmus and the Dominican Republic and their main manifestations and progress; analysis of the impact of this process on the organization of the production process, labour markets and human resources

development and proposals for actions in the field of vocational training, both at national and regional levels, considered appropriate to match the requirements of this process.

CEDEFOP — European Centre for the Development of Vocational Training

Vocational training in Latin America

João Carlos Alexim, Carmen González and M. Luisa Herraiz, and Orlando Lübbert

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